MANAGING CHANGE – HOW EDUCATIONAL LEADERS MANAGE TRANSFORMATIONAL CHANGE WITHIN A FRAMEWORK OF CONTROL AND CONSTRAINTS

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DECLARATION

I, the undersigned, hereby declare that the work in this assignment is my own original work and that I have not previously in its entirety or in part submitted it at any university for a degree. It is being submitted for a M.Phil degree at the University of Stellenbosch, Stellenbosch. It had not been submitted before for any other degree or examination at any other university.

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ABSTRACT

There are many new developments in the field of schooling. Some of these developments - school based management, new curriculum developments and devolution of control to the school level have brought with it policy changes. Many educational leaders are struggling to keep pace with these changes that are taking place in the management of education. Others are struggling against the changes, while possibly not fully understanding the dynamics of these changes.

In a time of rapid political and social change, the need for spelling out the concomitants of educational leadership has become both necessary and essential. Planned quality intervention by the state has completely underestimated the lack of managerial competencies among educational leaders. Quality in leadership is not a luxury item in educational transformation, changes in leadership are in fact central to instilling the democratic values and principles which underpin the new educational policies.

There must also be a comprehensive strategy which addresses educational leadership as a school-wide intervention. There needs to be a more co-ordinated effort between provincial education departments and schools to bring their collective resources to bear on school quality change; but the process must be prioritised and co-ordinated by the state.

This assignment seeks to establish what challenges and constraints educational leaders face in their attempts to effect transformation in South Africa. It details the daily strategies and plans used by educational leaders as they go about running their schools. Strategic opportunities in the policy field should be harnessed to drive education quality improvements. It is vital to link in-service development to policy implementation.

Ultimately the monitoring and evaluation system in place must track the impact of the changes more carefully. This would allow departments to define future policies and programmes based on informed choices about which quality interventions make a difference. This is critical since the evidence shows that most changes have not always resulted in the planned leadership improvements. There is no reason for this trend to continue as this research shows that many schools have considerable advantages working in their favour: a relatively stable schooling infrastructure, a growing corps of qualified educational leaders and a policy environment in which there is optimism about change and transformation in the school sector.

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OPSOMMING

Daar is huidiglik vele nuwe ontwikkelinge in die onderwysstelsel. Sommige van die ontwikkelinge: skool – gebaseerde bestuur, nuwe kurrikulum ontwikkelinge en die afwenteling van bestuur na skoolvlak, het verskeie beleidsveranderinge meegebring. Vele onderwysleiers vind dit problematies om tred te hou met die veranderinge in die bestuur van opvoeding. Ander weer, toon 'n weerstand teen die veranderinge, moontlik omdat hulle nie die dinamika van die verandering verstaan nie.

In 'n tyd van politieke en sosiale veranderinge, is dit belangrik en noodsaaklik om gepaardgaande verskynsels van onderwysleierskap na vore te bring. Beplande bevoegde toetredings van die staat het die tekorte aan bestuursbekwaamheid van onderwysleiers heeltemal onderskat. Bevoegdheid in leierskap kan nie geag word as 'n luukse item in onderwystransformasie nie. Veranderinge in leierskap is inderdaad sentraal tot die vaslegging van die demokratiese waardes en beginsels wat die nuwe onderwysbeleidsverklaringe ondersteun.

Daar moet 'n allesomvattende strategie en toetreding wees, wat onderwys leierskap as 'n skool aangeleentheid aanspreek. Daar word 'n skool gekoördineerde poging tussen provinsiale onderwysdepartemente en skole benodig om hulle kollektiewe hulpbronne toe te wy aan skoolkwaliteitsveranderinge, maar die proses moet deur die staat gekoördineer en goedgekeur word.

Hierdie werkstuk poog om te bepaal watter uitdagings en beperkinge opvoedkundige leiers in die gesig staar in hul pogings om by te dra tot tranformasie in Suid-Afrika. Die strategieë en metodes wat deur opvoedkundige leiers gebruik, word in die daaglikse bestuur van instellings, word gespesifiseer. Dit is belangrik om onderwysontwikkeling aan beleidsimplementering te koppel.

Die monitering en evalueringstelsels wat in plek is, moet noodwendig tred hou met die gevolge van die veranderinge. Dit sal toelaat dat departemente hul toekomstige beleide en programme, op ingeligte en kwaliteitstoetredings baseer, wat 'n verskil maak. Dit is krities, want bewyse dui aan dat veranderinge nie altyd in die beplande leierskapverbeteringe eindig nie. Daar is geen rede vir die veloop van gebeurtenisse nie, want die studie wys dat die skole aansienlike voordele in hul guns het: 'n betreklike stabiele skoolinfrastruktuur; 'n groeiende komponent van onderwysleiers, en 'n beleidsomgewing waarin daar optimisme oor veranderinge en transformasie in die opvoedingssektor is.

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ACKNOWLEDGEMENTS

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LIST OF ACRONYMS

DoE	Department of Education
GDE	Gauteng Department of Education
HOD	Head of Department
JCE	Johannesburg College of Education
OBE	Outcomes Based Education
OFSTED	Official Standards for Education
SDP	School Development Plan
SMT	Senior Management Team
SBM	School Based Management
SGB	School Governing Body
TQM	Total Quality Management
SWOT	Strengths, Weaknesses, Opportunities and Weaknesses

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CHAPTER 1

INTRODUCTION AND RATIONALE

Themes:

1.1. Background to research and challenges facing educational leaders.

1.2. The research question.

1.3. Theoretical framework

1.4. Summary

1.1. Background to the research

The world has been changing all the time. What is change? According to Morrison (1998:13) change can be regarded as a dynamic and continuous process of development and growth that involves a reorganisation in response to felt needs. It is a process of transformation, a flow from one state to another, either initiated by external forces or internal forces, involving individuals, groups or institutions leading to a realignment of existing practices and outcomes. Change is open-ended and continuous and largely unpredictable and in the case of education most recently political, economically or technologically. In fact the only constant in life is change. Change isn't new - it is only the degree of change. Change occurs so rapidly that we have to continuously work out a set of values, beliefs and patterns of behaviour that are viable, or seem viable to our situations. Just as we have identified a system that works, it turns out to be irrelevant because so much has changed while we were doing it.

At national level in South Africa there are divisive effects of apartheid education in terms of race, class, gender, subject and education and training. The policy documents are not enough to ensure educational relevance and to help improve all learners' life chances in a more competitive world. Democratic ideals have also changed society and people are more aware of their rights. They question their rights and the rights of their children

which place more challenges on educators. Democracy impacts on the culture of the school. Schools must be responsive and promote equal rights and acceptance of all individuals. Since the 1994 elections, government policies, community pressures and business demands call for access to education and training will offset the injustices of the past.

If the challenges facing South Africa are to be met and faced, there is an increased risk of sliding backwards - we cannot afford to stop for change. At present there is tension between equity and redress, yet many possibilities exist as well as constraints.

Different concepts are at work in education of "how to equalise?" It must be noted that though we live in an imperfect world, no matter what discourse is implemented, it is inevitable that there will be some conflict between individuals. The democratic interventionist strategy of decentralisation to change schools as solutions cannot be mandated by top-down policies but needs to be addressed by stakeholders through participative approaches. In all education systems, the task of reorganising and transforming is formidable, and capacities to develop programmatic interventions is severely constrained

Schooling is one institution in our society that is inflicted on everyone, and what happens in schools makes a difference - for good or bad. The institution we call school has become that way because we made it that way. Whose schools are they anyway, and whose interests should they be designed to serve? What is the necessary business of schools? To create eager consumers? To transmit dead ideas, values and outdated irrelevant information? To create obediently working bureaucrats? These aims are "truly subversive since they undermine our chances of surviving as a viable democratic society" (Postman & Weingartner, 1969: 27).

It can be that challenges and changes can be faced because there are on offer so many clear and intellectual ideas and alternatives, there is no reason to abandon hope. Educational leaders must move beyond the constraints of conventions. They must generate enough energy to lead our education system's revitalisation. We may even need a kind of "shock therapy". We need schools to contribute to: educational development, social upliftment, international competition, marketability of products and technological advances. By implication educational leaders must reconstruct the bureaucracies, governance and

management of schools. They need to change curricula and human resources which of course remains a matter of urgency.

As an educational leader it concerns me that my teaching and position as Head of Department had been eroded by certain constraints in the system and I no longer feel like the professional I believe I am - the bureaucratic rules and regulations are not abstract but a reality. I experienced certain institutional influences on my daily work. I was continually held accountable to the parents, the Department of Education and to myself as a professional. The lack of opportunities for decision making placed my professionalism even further into the background. There were measures attempting to standardise my work. I thus see professionalism in education as a complex concept involving ambiguities which are not consistent. Control by central government of educators' pay and conditions of service, of educator supply and education, makes it difficult to maintain any pretence that educators are self-governing. In this sense it follows that the use of the term educational leader is a possible controlling strategy i.e. the behaviour of educators come close to that of organised workers.

Recognition of accountability and lack of educational leaders' decision making supports the putting of professionalism even further into the background. This assignment attempts to explain the realm of authority relationships and the problems it poses for educational leaders' work.

At a time of challenge and change in South African education, I regard it as pertinent that educators and educational leaders examine their position in society and its schools. This research could lead to a greater understanding of leaders' behaviour and practices and the dichotomy of educational leader versus educators as state functionaries which can become more blurred.

1.2 The research question

Schools are defined historically as organisations because they are large associations of people run on impersonal lines, set up to achieve specific objectives. It is my contention that as educational leaders work in schools, they are working in the confines of a bureaucratic structure because a bureaucracy is believed to be the most efficient form of organisation and

its method of functioning is very careful and precise, effective with strict rules enforced on the system.

There are clear rules regarding policy making, teaching, curricula and evaluation reports for monitoring educators and learners. There is a clear hierarchy between the national Department of Education officials, provincial officials and local district office officials, principals of schools and classroom teachers too. I believe that there often arises a tension between the various agents and stakeholders to achieve, maintain order and strengthen controls. Institutional factors govern all educators and this poses a myriad of problems and challenges to educational leaders who want to make a difference and take education in their school to levels of excellence. Within this duty are certain constraints imposed by provincial and national Departments of Education.

My research constitutes two parts:

PART 1:
Managing change is a balancing act of being accountable to the higher authorities' strict controls on the one hand, coupled with unofficial barriers for educators' growth and empowerment, which can be traced back to administrative control policies and power relations in the structure of the education system on the other hand. A question to be asked is: is our education system viable enough and capable of generating enough energy to lead to its own revitalisation? Educational leaders need to manage change by developing a system and educators a competence in applying the best available strategies for survival in a world filled with unprecedented uncertainties and opportunities. Schools as bureaucracies are by their nature highly resistant to change, Educators therefore need an awareness, the intellectual power and perspective to manage change effectively.

PART 2:
Implementing initiatives, using incentives with all stakeholders in striving towards managing improvement, redress and the offering of equal opportunities for education transformation.

Simply put, educational leaders have to lead their schools, draw up a vision and put managers in place to organise the procedures to achieve the shared goals within the

constraints and attempts by higher authorities to level the playing fields among all government schools.

This assignment would like to show what constraints leadership in Ex-model C schools face; and how they act as controls and possibly hinder attempts at transformation. The contention is that educational leaders are to show initiative, strive for equal opportunities and excellence. Yet, as they do so, they unwillingly lose a voice in policy making and decision making which ultimately affects their performance and motivation to do the best they can as professionals in our challenging school environment.

Provincial policies *appear* to offer decentralisation to schools but looking at what informs educational leaders' realities will show how working in an efficiency mode they consequently lose effectiveness and excellence in education. In brief, they feel controlled and stifled. Liberal new ideas and practices are seemingly encouraged, but institutional arrangements have powerful constraining effects. The assignment will thus try to explore the complexity of the term educational leadership for transformation in schools with a view to transformation in education. The fact remains that educators practise their profession in schools under conditions prescribed by the government. They are meant to implement policy yet related practices are regulated by authorities despite all the literature indicating otherwise to educational leadership for transformation.

On informal discussions with School Management Teams (SMT) it is clear that they are feeling very controlled and are not being treated as the professionals they are believed to be. The areas in which they have a say to make decisions are very limited. The buzzword "decentralisation" is a word only and seems to have very little bearing on educational leaders in school at the moment. There are still, officially, very strict and tight controls in education which require accountability in various forms, which in turn, seem to demoralise and demotivate educational leaders.

It is a good deal easier to think about something than to do something. Theory in education is easy to talk about, transformation too, but to actually do something is another thing. This assignment sides with the position that theory and practice are inseparable. The purpose is to seek balance, seeing situations through theoretical lenses and to encourage the practice of theory. In this assignment, there are no answers offered, but there are suggestions that

point to some useful administrative strategies and reconsider ideas that stood the test of time. This research talks about educational leaders' feelings, their careers, beliefs, problems and solutions found. This is to suggest that theory and practice come together in the lives of real people - people trying to do their best amidst the ambiguity and uncertainty of an institution that is inadequately understood.

We so often think of a leader, as an individual. Someone who stands above the crowd, charismatic and forceful - a person to look up to, who can rally followers to a cause. There is a mysterious quality to it. It is bound up with co-operation and persuasion as it is with pure force of personality. When something worthwhile happens, you know that an amount of leadership has taken place. But you find on examination that many people - not just one or two - are involved. Each person adds something, makes a contribution. In the end, leadership has occurred.

Leadership seems to be a vital ingredient -yet a baffling construct. What does it mean to exercise leadership? What does persist is that leaders have powerful effects on organisations. Some scholars believe that leadership is actually just a subset of day-to-day management, their daily routines and activities. Leadership is a term often used interchangeably with management, power and authority. It has been defined in terms of individual traits, behaviour and influence over others; interaction patterns; role relationships; occupation of a position; perception of others regarding legitimacy of influence. Some representative definitions of leadership illustrate this confusion. Hemphill and Coons in Mc Pherson (1996:10) note that leadership is "the behaviour of an individual when he or she is directing the activities of a group towards a shared goal."

There is an almost over abundance of competing definitions, points of departure, researchable questions and managerial implications regarding leadership. Furthermore, the complexity and confusion surrounding leadership is not at all lessened by its close alliance with similarly mysterious managerial constructs such as power, motivation, job satisfaction, organisational climate, effectiveness and efficiency. I would concur with Chester Barnard when he maintains that an understanding of leadership depends upon understanding of all three of its critical elements:

♦   the individual;

♦ the conditions of leadership or situation; and

♦ the followers (Mc Pherson, 1996:15).

1.3 Theoretical perspective

The word 'research ' conjures up images of scientists in a laboratory bending over test tubes - but of course this is no longer the reality of research. Research has taken on so many dimensions and perspectives that the possibilities for knowledge production are endless. There are breakthroughs from the traditional empiricist paradigms and moves to the other end of the continuum to post-modernism. Research is now a real part of our everyday world reshaping what we have always thought or believed things to be. Investigating education, a social phenomenon - is now an interesting and ever changing domain. When one starts asking questions about education one needs to know and be aware that new ideas and thoughts are bound to surface and shed light on problems and issues that need to be addressed. We might even decry the inaccuracy of some of the information that comes up in research, but it is necessary that now the investigation not only involves a search for an elusive truth if that is even possible, but for the construction of ideas on increased effectiveness and efficiency. The aim is to see how we can construct and produce findings that can impact on our practice and knowledge constructs.

This research assignment does not exist in isolation, but aims to build on what has been done previously. The theoretical approach I will be using is that of interpretivism. It stresses interaction as a qualitative method of investigating since this method places importance in the way human beings actively construct meaning through their participation in social life with other people. Educational leaders are commonly believed to possess a high level of professional autonomy. Equally they are held responsible either collectively or individually for events in their schools and for the effects of their leadership. When dissatisfaction is expressed with education, such as claims of falling standards or poor educator quality, it is the educational leaders who become the available target for the blame. But how autonomous are educational leaders? How much freedom do they really have in deciding the vision and plans for their schools? For what can they reasonably be held responsible? In some cases the influence and constraints upon educators are quite remote from their immediate environment i.e. Department of Education policy, but they nonetheless filter down through various

bureaucratic agencies and individuals eventually to guide what educational leaders do in their school. These leaders will have, as professionals, a set of personal beliefs about the nature of leadership, their autonomy and how they should carry out their work, but in the process of translating these into action, other institutional factors seem to have a powerful effect on the outcome. In other words educational leaders must recognise their position in the system and be aware of the tension between the structure and their own agency or between the macro or micro levels, or they will continue to be unwilling victims of a system which will undermine all the moral concerns they professed to have to effect real transformation.

1.4 Summary

The transition to democracy in April 1994 paved the way for the transformation of our education system. The major challenge that the government faces revolves around managing contradictions and tensions in, and generated by, the dual imperatives of initiating change and maintaining stability to ensure the continued provision of education. This is not easy as the transformation agenda is far-reaching, involving the introduction of a new policy framework, the provision of new services and the organisational restructuring of the education system in line with the final Constitution. The difficulties and constraints have not impeded progress. Ahmed Essop in *Education Africa Forum,* (1997:17) says the apparent anomaly between the government's commitment to transformation and the lack of change, can at one level, be easily explained by the fact that the problems inherited from apartheid are deep-rooted, and education systems are remarkably resistant to change. The resilience is in part related to the nature of education in particular the scale of operations, the culture and organisations of institutions, the time involved in introducing change and the impact of change on the different components of the system, institutional and human including the stakeholders.

Education systems are human and social institutions with many capabilities and limitations. They have to be worked with and not dictated to. They are not machines which can be programmed for certain outcomes and set to run by themselves. For a policy to have a chance of success, a sufficient number of people have to be persuaded that it is right, necessary and implementable. Almost any new policy will come to grief in practice if it does not win the support of two essential constituencies: those who are expected to benefit from

it, and those who are expected to implement it (African National Congress: Policy Framework for Education and Training, 1994:8).

CHAPTER 2

LITERATURE REVIEW

Themes:

2.1 Introduction

2.2 Change and managing change.

2.3 School Based Management (SBM) and decentralisation.

2.4 Accountability structures for efficiency and standardisation

2.5 Commitment

2.6 Controls and constraints

2.7 Strategies and plans to build competencies

2.8 Transformational leadership in action

2.9 Summary

2.1 Introduction

The literature focuses on important issues and variables that have a bearing on my research question. I shall conduct a largely thematic review which will be structured around different perspectives on this topic and focus on different debates between different 'schools of thought'. The literature provides clear and unambiguous definitions of the key concepts used in my research and what is meant by terminology like, 'controls' and 'constraints', 'accountability' and 'change' which provide the parameters for my research. I shall attempt to synthesise and integrate the overwhelmingly large volume of information already available on this topic.

Literature on these issues abound which give understandings for what constitutes a successful educational leader. The shelves are full of how to be a successful leader or manager. Yet, if applied to educational leaders things change. The literature I focus on will

hopefully enlarge meanings of professionalism as applied to educators so that they become democratic and transformational. Educational leaders often grapple with creative ways of helping educators come to terms with some of the teething problems of the new education departments and to co-operate rather than to act in a confrontational manner. I aim to convey the growing scope of available, multiple theoretical perspectives on this issue. Yet, the question arises: Do educational leaders have no intelligence of their own? It cannot accurately describe educational practices in all its variety. It is necessary to point out the failings, inconsistencies of theory. Theory often only explains one small part of an idea and an educator's reality. I show how schools are more determined than determining most times. I analyse literature that emphasises transformational leadership important to manage the tensions and changes involved in the transitional phase of education in our country.

This brings me to a discussion of the need for change.

2.2 Change and managing change

In this assignment I will attempt to outline proposals for how change might be addressed and managed. The educational leader will first have to establish the need for change and discuss how circumstances have changed and how education needs to be relevant at all times.

In the aftermath of 1994, the South African government moved to dismantle the centralist patterns of policy making and implementation in school systems. Schools were asked to assume new responsibilities and to increasingly self-manage their affairs. This paradigm shift has been major for many educators (School Management Guidelines,1999). They devolved responsibility to do with pedagogy and school services while retaining high degrees of steerage over curriculum content (C2005), budgets and personnel restrictions. The setting of new national goals, providing contexts for state curriculum framework, the giving of more powers to school governing and intensifying student learning outcomes with OBE (Outcomes-based education), are but a tip of the iceberg when it comes to the changes in education in South Africa, all this in the face of local and departmental managed schooling. New national curriculum and learner achievement profiles have been determined, national textbooks are being commissioned, new testing regimes have been devised, increased monitoring powers have gone to school governing bodies and principals are being encouraged to use school based budgeting to manage gradually shrinking net resource

available for public education. The Department of Education's control of curriculum, assessment of pupils' learning and budgets appear to be as tight as it has ever been, despite the Provincial School Management Initiatives.

The curriculum draft policy of July 2000 has subsequently been released with another revision of national curriculum orders for assessment processes with new learning outcomes. These may not be implemented yet - they are just for review. There seems to be some irony in handing professional responsibility back to the educators. Change, therefore, in these terms in South Africa now, concerns human resource development and human resource management. Hence the request for establishing School Development Plans and educator Personal Growth Plans. (See appendix; Gauteng Department of Education, Institutional Development and Support Memorandum 148/01). Hargreaves (in Morrison,1998) argues that managing change may involve changing management. This does not mean legitimating the replacement of management - successful change is about successful management; successful management is about managing successful change. Morrison continues that change affects both the schools as organisations and the individuals within them and change is a concept that can be planned and managed by school leaders.

Management and change command huge attention in education and together are essential in the professional development of educational leaders. In some way the worlds of education and business have much in common, both have to be responsive to external environments and a variety of stakeholders, both have to be managed to change constantly. Some business theories inform principles for managing change in education, showing how the complexity of change can be managed successfully. The effective management of change can empower individuals and organisations by addressing the human side of the organisation (Morrison 1998). Priority would be that the top leaders or school Senior Management Teams (SMT's) should be committed to the change. There must an acceptance that the change should be tried and then there has to be a written description of how the changed organisation will function. Long-term and medium-term perspectives must be used.

Hall (1986) in Morrison (1998) suggests that people have different concerns during the process and unfolding of an innovation or change in education. They may commence with requiring further information about it, they may have anxieties and concerns about how the

change will affect them personally, how the changes will take place and be managed, what the consequences of the changes will be, how collaboration will occur, and what will proceed from the changes.

Mintzberg's suggestion is that organisations that are successful in a chaotic environment are those which develop dynamic agendas, focussing on change at several levels so that their organisations develop organically. This has direct parallels for education where development planning proceeds on several levels: management levels, curriculum design, resources and funding policies are changing on a yearly basis and to take account of new pressures for change and emergent focuses derived from both and internal and external sources (McPherson 1996).

Generally speaking, teachers are not aware of the scope they have for innovation and change from within the structured syllabus. Attempts need to be made to provide support for teachers to encourage them to move away from the narrow curricular prescriptions and to change and exploit the opportunities that exist for innovation. An important factor is that resistance must be recognised and addressed by having communication and information flowing free and widespread. I think at the heart of this literature is the message of inter-personal relationships in managing change and developing synergy. It must be remembered that most of the changes suggested in the literature concern human resource development, particularly the need to address issues of motivation (Morrison: 1998)

Educational change is not an event but a process. It is a process by which educators alter their ways of thinking and teaching; it is a process of developing new skills or strategies and finding them meaningful and satisfying. Successful implementation takes time, is more effective if it is integrated rather than maintained as a separate programme. The educational leader needs to make use of some of these strategies and not be in danger of using the tactics of force. It is commonly known that the more one forces in one direction the more there is an opposite and equal resistance in the opposite direction. It seems logical that the same will apply to staff in a school who are forced to use new curricula and methodologies without the facilitating and motivating factors detailed above. It is much easier to remove the factors impeding change than forcing it on others. It is much more productive to use the win/win cycle then the situation won't end in the lose/lose situation where everyone and everything loses. McPherson's (1996) strategy is that it is easier to do change *with* employees thereby

building involvement and making it an opportunity and not a threat, as well as becoming cemented if rewards are attached to it. Though something is lost in a change, something is also gained. McNeil (1996) claims if the change deskills then the loss is self-esteem which leads to the questioning "I am not capable of doing the job ..." and the search for a new identity can be painful.

Mc Pherson (1986) claims that it seems that it is to everybody's advantage to adopt a win/win model of change management, thus, maximising everyone's creative abilities rather than an exploitative view. Change at macro level can be matched at micro levels of organisations, groups and individuals. It might be argued that schools do not have room for manoeuvre that business has because they are starved of resources and there are too many contingencies. To some extent this is unquestionably true. With regard to goals, expert change agents are sensitive to changes in the leadership and key personnel of an organisation. They are also aware of implications. They also claim that good change agents are effective at developing and building teams. They can identify and bring together key people in the organisation to work on change. Good change agents communicate through formal and informal networks tolerating ambiguity and uncertainty and being able to work effectively in such environments. These change agents are able to communicate to everybody the need for change, what the changes will imply and impact on individuals. This expertise is the product of effective inter-personal skills, being good listeners, collating and disseminating information, and being able to convey enthusiasm and commitment that stimulates and motivates others to become committed to change.

It is no accident then that management training has featured amongst the highest priorities for in-service education at a time when there is wholesale change in education. McPherson (1986) strongly believes that while one can plan for change in a careful way, in practice the plan seldom unfolds in the ways anticipated. People change things. People respond to change in a variety of ways. Some will resist, some will adapt, while some will adopt innovation. People will respond in the way in which they perceive the change. By this I can gather that behavioural change precedes attitudinal change and that task alignment should therefore focus on individual behaviour, roles and responsibilities of group members and relationships.

Fullan (1993) identifies that the change process can take place over two to three years and the initial stages always produce anxiety and uncertainty. He says that ongoing assistance and support are crucial to help people cope with anxiety; the assistance must focus on the precise nature of the concern. In addition change involves learning new skills through practice, feedback and coaching; change is incremental and developmental. I find it interesting that he says that successful change requires pressure - specifically, pressure through interaction.

The educational leader can keep what is best of the existing practice and then provide training, teamwork and being realistic in the new demands and encourage positive criticism. "Policy cannot mandate what actually happens in the classroom - the critical site of change" (Fullan,1993:15). Effective change integrates top-down strategies with bottom-up strategies, the critical factor being here that change concerns people more than content. Change changes people but people change change. The best laid plans stand or fall on the people involved at school level who are involved in running the school. .

Thus brings me to a discussion of School Based Management in relation to change.

2.3 School Based Management (SBM)

School Based Management means the decentralisation of power by the national Department of Education (DoE) to devolve some power and authority to provincial and institutional levels, as well as educational leaders. With decentralisation the DoE sees it fit to formulate a general policy at national level, but gives power within those limits to educational leaders. In doing this educational leaders believe they have more autonomy but also more responsibility and accountability to education officials and the community (RDP, 1994:4).

The persistent tensions between government officials, educators and parents are due fundamentally to different theories being used. The Gauteng School Management Guidelines of 1999, reflects school policies and legislation based on the South African Schools Act. It embodies the policy and practice of the Gauteng Department of Education (GDE). It replaces all past School Management Manuals, guidelines or policies. It has been compiled to assist in the daily management of schools as schools assume greater self-management. They need to be used in conjunction with the appropriate legislation, policy

documentation, circulars and regulations. Some chapters have not been included or may seem scant as policy in these areas is still being developed. Other chapters reflect an interim position and are replaced as soon as they become policy. The file always has to be available to District Office for monitoring. The index includes topics like:

♦ Policy management;

♦ Educators;

♦ Financial management;

♦ School administration;

♦ School governance; and

♦ Provincial policy development processes;

Principals are cautioned to take note that "policy analysis is not some highly specialised science practised by academics and consultants: nor is it a miracle cure for bad policy. It is simply a structured way of thinking about choices before deciding on a particular course of action. Policy analysis helps people make the best choices in particular circumstances" (School Management Guidelines, 1999:A1-1). The National and Provincial legislation and key documents that are considered most important for school management and school governance are, in particular:

♦ South African Schools Act, No 84 of 1996;

♦ Gauteng Education Policy Act, 1999;

♦ Gauteng School Education Act, No 6 of 1995; and

♦ National Norms and Standards for Funding, November 1998;

It is claimed by department officials that decentralisation can contribute towards equity and redress by using principles of democracy in how people govern themselves and determine their own needs and values and implement their own strategies for competing in the world. The practical remedies of decentralisation can also prevent overload on the national and provincial and local systems that are finding it difficult to control aspects of education.

Responsibilities of principals as representatives of the education department, according to the School Management Guidelines (1999) "shall ensure that educational services of quality are provided; after consultation with the staff, shall be responsible for the educational activities at the school, the professional administration of the school and the implementation

of policy; shall promote a culture of learning and teaching and a high standard of professionalism and management.

Accountability is to be accomplished by being clear on purposes, defining performance indicators and then collecting objective performance data and giving them prominence in the next planning round. As management consultants say, this initiative extends quality control and quality assurance into Total Quality Management (TQM). The professional perspective according to Elmore and Associates in McPherson (1998) takes the view that SBM schools will improve when educators and their immediate leaders are given greater opportunity to develop skills, exercise judgement and have greater control over their work. It promotes collegiality and accountability is accomplished by collaborative planning, co-operative teaching and learning. Reforming the professionalism of teachers and educational leaders with SBM requires special occupational conditions featuring autonomy, respect resources and expertise. It requires a decision making system based on majority rule that also protects the minority. The guardians of education in a democracy, the educational leaders are therefore primarily responsible for the quality of policies, and responsible to the stakeholders of public education. This means that better policy making processes must be provided for transformation to be effected.

Some mechanisms, according to Lane (1987), such as hierarchy, formalisation and centralisation appear to give educational managers a direct influence over the productive activities in the school. Other common qualities - decentralisation, delegation and professionalisation - seem legitimate and support the exercise of independence. How within the swirl of dependence and independence does the educational leader bring it all together? McPherson (1996) argues that this increasingly common combination of centralist control and devolved responsibility for policy implementation could prove otherwise. It could target educators, alienate stakeholders, prevent formative evaluation and undercut collaborative planning.

I believe that the decentralisation of pedagogical, administrative and some governance powers to locally managed schools, with a simultaneous decentralisation of control functions, has led to a consensus of cynicism among professional, low legitimacy among other stakeholders and uncertainty in the hearts and minds of many education system managers or educational leaders.

Surely educational leaders in school communities can make their own interpretations of national and provincial policies. The original intent was to allow local districts flexibility to design programmes to suit their needs, but interest has gradually eroded as regulations grow. Department of Education practices emphasise compliance and coercion and many districts are beginning to see regulation as the best vehicle for education reform as is stated in this circular, for example, " Please ensure that you follow the format that we have provided you with. Hand your report directly to the IDS manager on or before the due date. No extensions will be given due to workload in October/ November" (Gauteng Department of Education, 148/01).

In essence, despite these constraints, McPherson (1998:18) argues that decentralisation can work because it provides for more innovation and flexibility to provide for needs and more people will be involved thus freeing the government to monitor and assist where needed. SBM should be developed by: joining SBM with curriculum and instructional reform as part of a co-ordinated effort to improve school productivity; decentralising the school sites' real power, an aggressive staff development process; investigating how SBM can create a new organisational culture; and developing district and school leadership that support SBM.

2.4 Accountability structures

Outside the school system the educational leader officially receives orders from the Ministry of Education. The externally prescribed rules are formulated, imposed and enforced by these bodies at macro level. In other words, the educational leader as chief within the school is an official representing the education system in subordination to the Ministry of Education. He plays a dual function in the school – (s)he is an education official representing the Department of Education as well as an educator in a school who works with educators. As an administrator (s)he sees to the day-to-day functioning of the school and gives directives to (her) his subordinates. As an educator, (she)he teaches and works for curriculum improvement and thus school relevancy and improvement. Officially (she)he is accountable for (her)his actions and every other educator on (her)his staff. At the end of the day the buck stops with (her)him. Every action in the school is thus officially deemed to have been performed by (her)him or delegated by (her)him or authorised by (her)him. There is a clear division of tasks and responsibilities.

Darling-Hammond (1989) refers to this as bureaucratic accountability i.e. the setting of standards and procedures which defines behaviour and it highlights issues of power, authority and relationships in the system. There is little use for professional judgement and there are tensions between educational leaders' professional goals which may not be in agreement with the larger institutional goals. There is management or monitoring by the use of quarterly reports to District Office at all levels and phases of the school management process. There is ubiquitous application and scrutiny, performance indicators, intensive planning and meetings for principals and the submission of school development plans and staff development plans. Annual school achievement reports, school resources and school improvement reports. The controls in education are numerous: guidelines on SBM, union agreements at bargaining chambers, reports on educators, learners, facilities usage, expenditures, parental involvement, site-level needs such as text book requisitions, accidents, school code of conduct - these are just a few of the voluminous number of controls that are produced. Data do not even get back to the schools. Even minutes of all learning area meetings and School Management Teams and School Support Team's meetings go to the District Officials. Educators signing in and out every day and signing in and out if off the school premises are also recorded. Any serious disciplining matters, like suspensions, have to be cleared by District Office first. Learning in all learning areas is monitored with assessment records carried over from grade to grade.

There is a persistent concern over the productivity of state schools. OFSTED (Office for Standards in Education) is a panel of investigators from Head Office, sanctioned by the national Department of Education and SAQA (South African Qualifications Authority) to monitor the standard of education in schools. The panel consists of people who will monitor the administrative efficiency of schools and a panel who will monitor the efficiency of schools' teaching and learning programme. Schools are warned of such visits a week in advance and the duration of these visits will be approximately one week. During the week the panel will interview all stakeholders - educators, administrative staff, support staff, learners, parents to ascertain the effectiveness of school management and the education we provide, including extra curricular activities. A summarised version of their findings will be forwarded to the stakeholders at least five weeks after such a visit. See appendix for list of requirements for OFSTED.

According to the School Management Guidelines document the main responsibilities of a principal are:

♦ To ensure the school is managed satisfactorily in compliance with legislation, regulations and personnel administration measures;

♦ To ensure that the education of learners is promoted according to approved policies;

♦ They should manage the school professionally;

♦ Ensure that departmental circulars which affect staff members are brought to their attention;

♦ He (she) must provide professional leadership within the school;

♦ Guide, supervise and offer professional advice on the work and performance of all school staff;

♦ Develop staff training programmes which are school-based, school-focused;

♦ Assist educators in achieving the school's objectives; and

♦ Participate in the school/educator appraisal process to review their professional practice with the aim of improving the standard of teaching, learning and management at the school.

It is also the principal's duty to co-operate with the staff and the SGB to ensure the smooth and efficient running of the school; and liaise with District and Regional offices on curricula and curriculum development.

The Principal is directly accountable to the Superintendent-General of Education for the professional management of the day-to-day running of the school. He (she) must also ensure that the SGB receive appropriate training. Schools have become or are in the process of becoming self-managing and more accountable. At the end of each year, the District Director will issue a circular to notify principals of school matters on which they should report. A copy of SGB meetings must be submitted to the District Director including and auditor's report.

Any concerns about staffing allocations should be discussed with the District Education Co-ordinator as incorrect figures could result in the "Department taking action against the Principal". Staff members are required to sign the staff attendance register 81/94 113 (Z8) every day on arrival and when leaving after work Educators from the classroom and up also claim vociferously that they are closely monitored - District Office knows exactly who has

attended which course for OBE, despite professional norms of autonomy." There are checks on lesson plans, classroom visits, sign-in and sign-out procedures, end of year evaluations and mark schedules, recording of disciplinary incidents. Counselling and interviews with parents, and checks on the fulfilment of non-teaching assignments such as break duty rosters, scholar patrol and assembly duty. All are common elements of supervision over a profession raised on respect for pedagogical freedom. The monitoring of these reports is further assisted by some report redundancy - duplicate reporting as a check of accuracy (School Management Guidelines,1999).

What Headmasters do develop in this case is a dependency on externally supplied knowledge, and by making some knowledge inaccessible the Department of Education has control. Headmasters seem to be passive receivers and only consume knowledge constructed outside their experience. They seem to get the message that they can trust the system and the experts. They seem to be receivers of policy and not shapers of it. McNeil concludes that as educational leaders lose power in favour of preservation of management, efficiencies and authority - they make "an active response in deskilling themselves - they choose to deskill themselves" (Mc Neil, 1986: 129).

The District Office controls are attempting to standardise educators' work in identical and predictable ways determined by policy makers. These attempts to routinise school procedures lead to educational leaders possibly choosing the easy way which could lead to their schools showing no advancement, improvement or transformation to keep up with the Constitution. All the various people to whom the educational leader is accountable: bureaucracy, community all erode their professionalism since professionalism has underlying tones of working autonomously. I do believe that educators should assert a degree of self-respect and collective solidarity in the face of the enormous condescension by the Department of Education.

Lane (1987) says school is a workplace of constant movement, activity, simultaneous events and a tremendously diverse group of people. It is a world of pressing practical problems which need to be solved - with or without theory.
Accountability is a challenge to use strategies typically intended to reform organisations. Policies are briefly related to conceptions of democracy. At a more personal level, professionals might need more sophisticated feedback than blame if they are to be

encouraged to constantly recreate relevance and legitimacy of their services. Those educationists who do succeed in dealing with change and transforming their schools are problem finders and problem solvers. They are intrigued by a dilemma or puzzling situation. These educational leaders are committed and they look to the future.

2.5 Commitment

Commitment is something educators are expected to bring with them to their jobs. Yet as time and experience wears on, improperly nourished or inadequately fuelled, that flame of devotion dies, or worse, turns inward to consume itself. This is just another constraint in the nature of the profession and in its relationships which educational leaders face.

What is commitment? Lane (1987) explains that it is linked with questions of cohesiveness, integration, morale, leadership and loyalty. It can be used to describe a person's commitment to oneself, to another individual, to a group of people, a particular organisation, an idea like democracy, or a societal institution like a school. Lee in Mc Pherson (1996) suggests it is "some degree of belongingness, loyalty or shared characteristics. Leadership may change, and policies may undergo revision, but the employee remains loyal and steadfast to the organisation."

Gaining this commitment can be achieved in a number of ways, especially with collaborative approaches to decision making and with placing at school level high responsibility and authority for making decisions related to the allocation of resources and redress in the school. Certain policy documents i.e. National Qualifications Framework (NQF) and Norms and Standards for Educators have already been instrumental in removing inequalities, but these policies can only be effective if educational leaders are committed to its implementation for transformation. The new Curriculum 2005 needs teachers with more and different skills, new assessment techniques and resources. Therefore in-service training for educators can truly challenge educational leaders too. Teacher commitment is crucial and comes from mastering new teaching strategies and mastery comes from practice, feedback and coaching.

Sagor and Bennet (1994) insist that educational leaders must make sure that all staff know that school improvement is a top priority. If principals assist teachers in implementation,

they affect teacher outcomes, that is, mastery of practice. If educational leaders focus on school wide direction and support, they affect school-level outcomes, that is, school wide change. When principals and external officials all play key roles, more change takes place and is more successful. Successful commitment and improvement is therefore the result of leadership and planned action. A particularly significant element of leadership is encouraging others to see themselves as leaders. The commitment to the quality of learning and teaching is central in the focus of this leadership.

2.6 Contradictions and constraints

In education there are networks of regularised and interrelated activities aimed at solely achieving the macro goals of the Department of Education. They lend themselves to empirical theorising. It appears to provide equality of delivery and assessment with universal scientific methods inline with the core syllabus. Education seems to still be about how the educators behave. These are the central values and pre-determined outcomes are not negotiable. The aims seem to normalise every individual. Schooling smacks heavily of bureaucracy and since there appears to be a decline in education, policy makers respond by imposing more controls on educators. Educators respond by working in a framework of efficiency and with least obstacles and in doing so they deskill themselves and their students, because these bureaucratic controls are designed to operate efficiently (Mc Neil,1986).

Mc Neil (1986) brings out into the open "practices in schools which are mistaken for educational failure and planning - but are in fact the logical outcomes of that planning as it has subordinated education to control". Controlling and credentialling become the rationale for the educational experience and substance or quality is lost. The effects on the educational leaders are profound. McNeil calls these effects the contradictions of control. The purpose of schools is to increase learning and make education relevant to different communities, but it is organised in such a way that distorts that purpose and even contradicts it, thus schools are organised in ways that conflict with itself. She claims that after "official knowledge is processed through policy documents ... the cultural content, regardless of whose interests it may have served before, come to serve only the interests of the institutional efficiencies. Positional power and centralised control is used." Authority has not been earned   - but demanded. It is difficult to see how transformation can be achieved in this paradigm. In any

real life situation there is always an element of struggle and contradiction - we must not get caught up in deterministic models because social and cultural life are too complex. What then are the influences and constraints upon educational leaders? How do they relate to educational leaders' practice? These constraints and influences can be traced back to administrative control policies of the Department of Education and the power relations in the structure of the system. The controlling functions stem from the way schools as organisations work and the way that goals are set for achieving efficiency

Schools take on a bureaucratic nature because curricula take on the language of rational planning. This means there is a clear setting of goals and methods to achieve these goals, there are clear rules regarding policy making, teaching, curricula and evaluation reports for monitoring educators and learners. Acquisition of knowledge skills and attitude are the main goals of Curriculum 2005. There is objective testing of skills which are perceived to be the indicators which prove the quality of the output. If the output is not as planned then tighter controls are implemented. In strengthening the controls the educators' professional role is threatened. Thus in the name of bureaucratic efficiencies the growth of plans for rationalisation and standardisation of as many aspects of teaching, curriculum are caught between the Department of Education's demand for uniformity in the implementation of policy and the need for flexibility in their own schools as they adopt individual goals and situations for their community's context.

Many principals engage in some creative insubordination - they will bend the organisational rules in ways that serve the school system. Yet the School Management Guidelines (1999, B3:1) states that "management in education should be able to draw on the professional competencies of educators, build a sense of unity of purpose and reinforce their belief that they can make a difference". The vision for learning set out in the White Paper will demand the highest qualities of leadership and management from a school's SMT. The quality of the head often makes the difference between the success or failure of a school; poor leaders can block progress and achievement. It is essential that we have measures in place to strengthen the skills of all new and serving educational leaders. The principal is the leading professional in the school. Working with governing bodies, the principal vision, leadership and direction for the school and ensures that it is managed and organised to meet its aims and targets. They are responsible for the continuous improvement in the quality of education, for raising the standards, for ensuring equality of opportunity for all; for the

development of policies and practices and for ensuring that the resources are efficiently and effectively used to achieve the school's aims.

Humans, and therefore professional educators are not automatons working on a production line - they are thinking, feeling, creating beings that are not encouraged by these imposed bureaucratic ideals. Schools are about relevancy, so education must meet the needs to instil in one the ability to deal with and live competently in a society. A fundamental source of conflict can, however, be that professional people want to control their professional lives - or are educators only "state functionaries" or public servants where their performance is standardised by bureaucratic measures?

Within the limitations of a state constitution, the state's legislature has a wide power and control to determine the purposes and the procedures for the subordinate levels of the education hierarchy. Usually the laws issued by the state legislature deal with general powers and purposes, leaving specific implementation to the state education agency and various intermediate and local school systems. There appears to be an asymmetrical relationship between educators and the Department of Education officials at provincial and local level who have a "closed door policy." It is clearly oppressive in its aims and execution (OFSTED).

Educational leaders have to find ways to overcome the kind of controls and constraints they feel act against them and develop a tradition of searching and critical debate which will have some effect on transformation in South Africa. How can the manager of an institution be held accountable for the results if s/he does not have full control over the resources that s/he has to manage? How should s/he respond to new demands, be innovative when authority is limited? Darling-Hammond (1989) has a similar view and claims that if *they*, the Deparment of Education, provide us then the*y* have control - and control means that *they* decide the financial provision, the organisation of learning. They see themselves as undertaking the enterprise for us and in our interests, they may compensate, develop or extend - whatever the term- they plan it for us, even though they may do it for us. While the control remains in their hands they are engaged in a subtle robbery. They have their victims' willing collusion and support. What they are taking away is responsibility.

What the Department of Education is doing with all their legislations and demands for statistics is encouraging compliance. Compliance is the antithesis to creative action. Control is a word of great importance to the profession and describes much of what happens in the system. Parents expect it, teachers depend on it, pupils need it and department officials work hard to ensure it. Furthermore the word control has negative connotations of a stern faced boss dictating work behaviour, demanding obedience under the threat of dismissal. Even with such negative connotations removed, the fact certainly remains that to exercise control is to *exert* influence over the behaviours of other people. From Down's perspective, "effective control begins with the issuing of orders. They are in the form of written rules and regulations which can be consulted again and again by lower personnel. They are communicated down an authority chain. As the orders or rules are implemented, written reports of performance - using objective measures - should feed back upward." (Mc Pherson, 1996). Lane (1987) believes these "rules sometimes call for uniformity that does not match reality - the need is sometimes for variability, flexibility to maintain relationships between teachers, principals need the option of treating individuals on their own merits."

Behaviour controls, supposedly to ensure transformation, structure work activities through standardised operating procedures, plans and directives. Activities to restrict range of acceptable behaviours or tasks are structured by mandating curriculum objectives, job descriptions and reports. This forces educational leaders to constrain and structure schools in a number of ways, including developing an organisational culture, imposing formal rules that programme instructional decisions, manipulating and standardising inputs such as material and students, setting goals and monitoring outputs (Curriculum 2005). Output controls involves evaluating the quality and quantity of performance, output or results, the holding of teachers accountable for achievement of learners or principals for attaining district objectives.

McNeil (1986) emphasises the counter-productive nature of the controls of educational practices in schools, which lead to undermining educational quality and transformation by devaluing content and trivialising the leadership and transformational role of the educational leader. Many leaders will stay within the framework and limits imposed on them by their own lack of imagination and knowledge of alternatives. The tensions are very real and educational leaders have reasons for choices they make. The role of an educational leader is therefore a cluttered one. He (she) has to figure out his (her) own role under the press of a

myriad of contradictory demands. The role is malleable and this is what he (she) can discover after coming to grips with the organisational constraints. It is McKenzie's (1997:56) suggestion that educational leaders' behaviour should be understood in terms of seeing them as persons as well as understanding the structure and dynamics of the social system in which they act.

Lane (1987) believes that the average principal grumbles but complies. Control is exerted in the school on behalf of the system. Responsibility is defined in terms of allegiance to the system first and to the school second. Co-operation is measured by employee compliance with system policies and programmes. Initiative seems to be a dirty word. Naturally the system as a 'Goliath', means that principals who lean in the direction of using initiative had better be clever. Most principals are acquiescent, managerial and concerned with policy delivery. The less typical principal is competitive, entrepreneurial. Whatever his (her) predilection - s/he must deal with the issues and problems. A major constraint upon the principal is the need to balance and pursue simultaneously both the organisation's professed goals and its operative goals. The claim is that principals have considerable discretion and opportunities for creative initiatives to make schools more effective.

Those who don't look for opportunities, would show resistance which might be due to doubt, ignorance or personal factors of anxiety. It might be the very common excuse as a result of previous experience -"We've tried it before and it didn't work." - a favourite excuse educators have when having to change teaching methodologies to suit the new OBE. The ever-increasing workload causes much talk and resistance too. The basic strategy here would be to avoid overload and maintain some existing practices and familiar routines as well as recognising and rewarding extra efforts.

Attempting to change everything at once is a recipe or changing nothing at all because human resources and management capabilities are lacking or are too thinly spaced at present. In this context it is unrealistic to expect that the system can be fundamentally turned around and transformed overnight. Long term plans and strategies need to be put in place to ensure successful and sustained transformation.

2.7 Strategies and plans for competencies

Strategic Planning is a term that has become increasingly used to identify the planning of the long-term development of organisations. It can be defined as: "a disciplined effort to produce ... decisions and actions that shape and guide what an organisation is ... what it does and why it does it." (Morrison,1998). For schools, strategic planning must involve long term decisions informed by known opportunities and constraints - future trends in the wider environment in the context of information about present and future resources.

Strategic planning for Morrison (1998) is when one reviews policies and practices against the newly stated vision and the aims and objectives derived from it. The emphasis of the plan is to provide a policy framework within which the staff can be more proactive and less reactive especially about the timing and content of what must be changed. All decisions planned can now be tested against a clear view of the strategic direction in which it was planned to move the school. This helps to ensure appropriate decisions are taken, responsibilities are clearly allocated and resources adequately mobilised. This is not an attempt to ignore the forces of change. Rather it is an approach that allows the staff team to take control of what is happening in their school through the planned choice of what and when to change, more importantly, how and why to change. These decisions are the essence of strategic planning.

Effective principals for transformation, create a school climate that supports high expectations for learning, collegial relationships among administrators and commitment to continuous improvement. Teachers, principals, officials all play different roles in successful school improvement and transformation. If educational leaders' practices are partly determined by the context in which they work, it is important for the leaders and others concerned with leading a school, to discover the significant features of this context and the process by which their influence is exerted, so that attempts to improve quality and transformation are more constructive.

A significant message that emerges from Morrison (1998) so far is the need for strategy development. Their ability to resolve conflict is good and they negotiate changes in operations, procedures and activities: "It is vision that seems to distinguish leaders from those who are simply good managers. Vision is the capacity to create and communicate a

view of the desired state of affairs that induces commitment among those working in the organisation. Create, communicate and commitment are the key words" (Ubben,1997).

Close scrutiny of the literature on leadership in effectiveness (Morrison,1998) reveals that establishing a school vision and building positive interpersonal relationships are two crucially important elements of effective leadership. For most of us, these ideas are not new. What is important is their relative prominence to most other factors associated with effective school leadership. Heads of schools have for many years now, been exposed to the idea that to be effective they must be "visionaries". The term 'visionary' is defined by the English dictionary as one who is "given to or characterised by fanciful, not presently workable or unpractical ideas, views or schemes." This definition conjures up images of unfocused educational leaders floating aimlessly around their schools proposing nonsensical ideas that are quickly lost in an ethereal fog. Clearly the concept of visionary leadership was never intended in this way. Most educational heads are not particularly visionary - at least not in the sense of Mahatma Ghandi, Nelson Mandela or Martin Luther King. So what does it mean to be a visionary leader?

Developing vision takes time. It is unnecessary for educational leaders to possess some grandiose or idyllic mindscape of the utopian school. There is no question that some educational leaders are more creatively endowed in this way than others, but in reality most educational leaders are relatively pedestrian in their philosophies of education, in their ability to see long term (especially in the changing and shifting sands of the South African context) or in their ability to galvanise legions of devoted followers. Developing this vision requires time, care, the inclusion of others and the building of relationships and trust. The mark of a visionary leader is not the capacity to lead mesmerised followers like a modern day Pied Piper in search of fanciful or obscure organisational schemes. Rather the visionary leader is one who can filter the extraneous "noise" of the school and its environment; who can set clear decision-making priorities strategically constructed around the goal of improving learning; who seek advice and wisdom from those with the capacity to think and perform creatively and collaboratively; who can convert honest self-reflections of past successes and failures into creative images for personal and organisational growth. The visionary leader is one who knows what needs to be done, how to go about doing it and how the finished product ought to look.

The issue involves whether educational leaders have the ability to diagnose the status of the school, identify crucial areas in need of improvement or change and then establish a focused game plan for transformation to address these needs.

2.8 Transformational leadership in action

Education must deal with all the complex situations humans find themselves in and help them to see what shapes and influences their situation. Leaders need to create schools set up for the purpose of achieving democracy, social justice to prepare young people for an ever-changing demanding world with no discrimination or domination. Transformational leadership for Ubben (1996) is therefore when leaders motivate followers by appealing to moral ideas, values and justice. It is inspirational, questions in times when other methods of leadership fail. It aims to encourage communication and change for the better for the individual and the institution. It builds on peoples' potential for advancement. Strong transformational leadership impacts positively on team performance and member attitudes. Transformational leadership is radical because it appears magical in its hope for social change and exchange. It does not want to maintain the status quo. For Murgatroyd and Morgan (1993) transformational leadership is extraordinary because it challenges, encourages risk taking and ultimately strengthens, changes and transforms the individual as it provides opportunities to develop abilities and breathes life into the system. If the captain of a ship is ignorant, indecisive and unsure of options and solutions to challenges - the ship will be lost at sea.

How does an educational leader encourage staff to take responsibility for their own thinking and acting? In my opinion surrendering their responsibility is surrendering their intelligence too. Chetty's (1992) opinion is that the leader's problem is not with those educators whose experience is one of domination. It is with those who believe it legitimately to be so and are taught to enter a relationship of justified control. Whatever one believes education can do - one must not be lulled into inactivity. We are laying the emphasis on the importance of the individual freedom of choice. Each person is free to act as s/he sees fit. Do the educators practice these statements? There is a danger that educators can or have become trapped into seeing themselves and their actions in a particular way, and such traps allow little room for manoeuvre and change.

Herman (1993) states that educational leaders must engage, manage and plan. What is needed is motivation from within by all participants to drive the process and live leadership. Leaders have an added challenge in that they must empower themselves as well to manage quality in schools. Tied up with these challenges educational leaders must meet the needs of knowledge, skill and attitudinal demands of democratising a country and school. The old role of the teacher has changed and they are more accountable to others now. Educational leaders' biggest problems - globally, nationally and institutionally, are to equip learners to be in charge of their destinies, have life-skills, the capacity and confidence to take up his or her own place in a world now, and forever reinventing itself. Educational leaders should understand the context shaping their situations and should lead and model democratic values in every sphere of their work. They should continually equip themselves with skills and vital managerial strategies to transform their own and other educators' behavioural practices. This is what can be called transformational leadership in action.

Whatever perspective one takes, it must be argued that leadership can be discovered in the qualities and actions of people who do the leading. It is the special behaviour of the leader that is the key to leadership. People who exercise leadership must do so in a context of differing staff or colleague relationships, organisational constraints, political circumstances and time and place conditions. Within these differing situations, the capacity to exercise leadership may vary. An effective leader in one context may be a poor leader in another. While leadership style is important, it is the situation, the context in which the leaders perform, that determines success. Leadership can thus be discovered and explained quite simply through a study of the qualities and actions of leaders.

In a review of the trait literature, House and Baetz in McPherson (1996) talk about the helicopter factor which is humorous: this is the ability to rise above the particulars of a situation and perceive it in its relation to the overall environment. Plans may be too rationalistic if it neglects the perceptions and values of the participants. Lane (1987) goes on to say that the potential for school improvement resides in the discretionary authority available to the principal. In particular, principals are encouraged to be not only problem solvers, but also problem finders. They emphasise the principals' role to positively influence teachers who, within current organisational structures depend on principals to establish a climate of order.

Leadership may describe dynamic efforts, such as translating into action a vision for the organisation, creating change and developing new policies, management emphasises a supportive status quo to provide people stability and balance in the workplace so they can work in relative effort. A leader builds on the status quo, but goes well beyond it. The transformational leader has a different mental set of characteristics. Transformational leaders use their knowledge and skills and their perceptions of changes that are needed to work both inside and outside the organisation to map new directions, to secure new resources and refocus existing resources and to respond to realities of a very unstable present and, at times, an unforseeable future. To such leaders, change is inevitable - the challenge is to make the most of it in increasingly more productive ways. Bennis in Ubben (1997) writes, "creative leadership requires that the leader make full use of the analytical as well as the intuitive mind."

Leadership is concerned with gaining commitment to a set of values, statements of "what ought to be", which then become the heart of the culture of the school. The argument in the literature from Morrison (1998) is that it is essential to move away from a coercive, blaming and bullying style of leadership and to replace it with an empowering view of leadership at all levels. The leader can use his/her positional authority to give weight, legitimacy and recognition to an innovation. Leading by empowering people is a key principle, with the leader listening attentively, and that delegation is important. Everyone can contribute to developing a vision, everyone can lead by example and everyone can take on a leadership role. Effective leaders are acutely aware of the micropolitics of an organisation and recognise that they have to bargain, sell and negotiate ideas. Success or failure of leadership is measured by the capacity of the principal to persuade people to do things, both individually and collectively, for the good of the school. The educational leader obtains this co-operation chiefly by helping to clarify the goals and expectations of the school. As regards transformation, like other workers, educational leaders hold attitudes towards their own roles, like some parts of the job and dislike other parts, and shape the job to suit themselves. They may spend more time doing what they enjoy, think they are good at, or believe they will most likely make a difference. I fully acknowledge that resources must be made available to help resolve immediate pressing problems as long as the approaches to the solutions are not prescribed. It is necessary to realise that for significant change to happen two aspects must be involved. They are content orientation and fundamental process change.

Entering this century we need to have the ability to scale up - to use our understanding of vision to create an environment in our schools whereby we can create conditions for successful change and transformation - not merely transfer products.

The Review Committee of C2005 headed by Professor Linda Chisholm has taken the view that the curriculum should be steered by principles that promote personal and social development and transformation for the 21st Century. Part of successful educational leaders would mean the ability to identify participants' perceptions, attitudes, values, beliefs and opinions to ensure that they are fully informed. A strong theme of professional collegiality is identified in effective headmasters by Sagor and Bennet (1994) who say effective heads speak of trust and mutual respect, a culture of collegiality, even a culture of counselling to promote learning and personal development and thereby whole-school development or Total Quality Education (TQE). It is clear in the South African situation that the aim of the educational process is to lead to improved efficiency and the redress of inequalities.

Hargreaves and Fullan (1998) have suggested four new and novel guidelines that educational leaders might like to consider as a means of successfully adapting to the demands of headship and transformation in this country:

- ♦ Respect those you want to silence: reform often misfires because we fail to learn from those who disagree with us. So resistance to a new or visionary initiative can actually be highly instructive. Conflicting differences can make a constructive contribution in dealing with complex problems;

- ♦ Move toward the challenge in forming new alliances: school transformation and development cannot succeed without community reform and development. Health neighbourhoods and healthy schools go hand in hand. This requires educational leaders to take their school's accountability to the public. Successful schools are not only collaborative internally but they also have the confidence, capacity and political wisdom to reach out, constantly forming new alliances and putting themselves in the driver's seat;

- ♦ Manage emotionally as well as rationally: leaders moving their staff toward external challenges in a world of diversity cannot invite disagreement without attending to their own emotional health. Managing emotionally means putting a high priority on reculturing, not merely restructuring. Restructuring refers to changes in the formal

structure of the school in terms of the organisation, timetables, classes and roles. Restructuring bears no direct relationship to improvements in teaching and learning. Reculturing, by contrast, involves changing norms, values, incentives, skills and relationships in the organisation to foster a different way of working together. Reculturing makes a difference to teaching and learning; and

♦ Fight for lost causes (be hopeful when it counts): hope is not the same as optimism. It is not the conviction that something will turn out well, certainty that something makes sense regardless of how it turns out. It is hope, above all, that gives us strength to live and to continually try new things (vision), even in conditions that seem hopeless. Leaders with hope are much less likely to succumb to the daily stresses of the job. It is especially important that leaders have and display hope that they show they are prepared to fight for "lost" causes, because they set the tone for so many others. Leaders will be much more effective (and healthier) if they develop and pursue high hopes as they reculture their schools and their relationships. This, in my opinion, suggests that problems may be over simplifying a complex phenomenon like change.

The question is: Will this rationalistic approach to management change not bely the complexity of the issues which involve the reality of change in education? In doing that, principles of sustainability, efficiency and productivity should be maintained. It may entail a shift in perception. The logic of survival leads to the logic of managing change. Looking at successful organisation to see how they develop and sustain their success means that there is nothing to lose and everything to be gained in the world of education where educational leaders adopt a less insular and more eclectic view of effective practices in the management of change.

Mintzbeg in Morrison (1998) argues that strategies are generally emerging and happen over time, as well as stemming from a pattern of decisions taken about the key features of their activities. He also argues that detailed visions and carefully laid out plans might be counter productive in trying to manage more open ended change, producing counterproductive strategies. Mintzberg suggests five strategies for leaders to bring about change:

♦ A plan - a deliberate course of action planned in advance;

♦ A ploy - a manoeuvre designed to outsmart competition;

♦ A pattern - operate in a consistent way;

♦ A position - where organisation positions itself to maintain or develop competitive superiority; and

♦ A perspective - an idea or concept that people keep in their minds to guide their thinking.

In educational terms it still does not diminish the need for strategy as part of the planning process. The educational leader has to use this method and discuss the leadership of the school in terms of vision, aims, objectives, mission statements and policies practices. By doing this the educational leader knows where the school is going - it is future oriented. The strategies could be successful if it develops through staff involvement, empowerment and open consultation. I question whether strategic planning interpreted as mission statements, vision statements or policy formulation actually improves practices and standards of achievement and if they impact on practice?

A current guiding phase to describe leadership in high performing organisations is TQM. The phrase comes from the work of W. Edwards Deming who was credited with rebuilding the Japanese economy after World War II. His 14 points have much relevance to the development of the high performance school and the leadership behaviour characteristic within. Fundamental to this theory is a clear and well-understood sense of purpose at all levels of the organisation, teamwork and empowerment of workers, and a prevailing sense to serve the customer (Ubben, 1997). Moving on to TQM means defining quality. Quality is excellence, effectiveness in achieving institutional goals and providing a reliable service. Quality means accentuating the positive, high consumer and employee satisfaction and effective adaptability and good service delivery. As the title suggests, TQM involves attention to the people in the organisation as well as to the structures and systems in the school. People, personalities, values and emotions are a management issue rather than a management problem. TQM management has commanded a high profile in educational circles for a decade and I therefore would like to address this as one of the main impetus for substance of change and leadership for transformation.

Total Quality Management (TQM) works through processes that the organisation harnesses and releases the creativity and talents of its members towards improving performance. Processes and people are the twin enablers of quality. An emphasis in TQM is the

importance of vision, mission and declaration of values. Long term development strategies are enhanced by the use of TQM. They explain the effectiveness of the approach in securing stakeholder/community involvement and an enduring partnership for school improvement. They explain the philosophy behind the TQM approach, its benefits and deficiencies as a management concept. They offer a critical analysis of the concept and relate it to educational imperatives. They do not suggest that this approach is a readily transferable instrument which provides school management with instant solutions - it is recognised that each school exists in a unique context. Many schools have experienced difficulties with TQM, mostly from poor change management, lack of training and lack of commitment to the process. The first step in implementation is that there exists in the organisation "a constancy of purpose for continual improvement." i.e. determining goals or quality standards. This is also translated as "setting the vision". Most schools have this and they are usually well thought-out and inspire messages of hope, reflecting long hours of deliberation by the SMT and staff. Unfortunately, they often fail to inspire and secure long-term improvement, and are either changed or ignored and become irrelevant as a guiding force. They can even become counterproductive as Fullan (1993:15) wryly observes: "Visions can blind if they remain the prerogative of one person." It is advisable for educational leaders to find out from the significant others - staff, stakeholders what their vision is before starting a programme for school improvement. It has to be customer-led and needs to discover the needs of the 'market place'. This new paradigm is not just a new 'fad' which will go away. The quality revolution is here to stay. TQM philosophy offers schools a chance to break some ideological chains which have restricted school performance and transformation. Underlying all this is a fundamental element of TQM, i.e. "do it right first time". This principle rests on the tenet that if time is spent on analysis, and pre-action thought, then implementation of the process, quality and product are more enhanced. It must be remembered with TQM that there is "no best way". This only offers a framework for action requiring professional reflection from educational leaders. (Morrison, 1998)

Educational leaders are not bundles of skills, competencies and techniques, but creators of meaning, interpreters of the world and all it asks of them. They strive for meaning which calls for constant adjustment, adaptation and redefinition. They won't import models and concepts but will grapple with issues until they can make or create their own identity. Yet without a well defined strategy using skills, knowledge and gut feel, no long term schooling for transformation can occur.

2.9 Summary

The leadership intention is the intention to attempt transformation as a shared enterprise of the educators, community and learners. Transformation involves considerable social skills, inter-group relations, team building and inspiration without domination. This in itself requires significant transformation. The responsibility of educational leadership is to ensure that all members of the institution have access to powerful information; have spaces and opportunities to debate policy and are freed as much from the constraints of hierarchy and formality. This may appear idealistic and out of touch with schooling realities. If this is the case then rather than dismissing the ideas as impractical in the present context, one should perhaps look at what has shaped the present context. If present schooling arrangements limit, in various ways, dialogue, participation and respect for professional educators, then there are serious ethical issues to be addressed in a framework which goes beyond management culture.

So much has been written about leadership, I cannot add anything to what surely must have been said many times in many ways? There is possibly nothing new that can be said. However, I do have a strong feeling about leadership. Leadership is an art. It is a way of being in the world which is flowing, caring, opening and challenging. Good leadership and management inspires, touches and cherishes, is humble, pushes and directs, waits and listens, notices, moves, breaks through, senses the moment.

Good leaders need to have vision, imagination, passion, enthusiasm and commitment. They need to be perceptive, they need to know when to push, when to hold back; when to direct, when to confront and when to leave the situation unchallenged. Being perceptive means being sensitive to the moods of others, to their needs and organisational priorities. It means fine-tuning oneself to the almost imperceptible messages that indicate what is required in a particular situation.

For good leadership you need the ability to differentiate - that is, to make informed judgements about how to deal with particular situations out of an inherent wisdom and an understanding of the situation in all its complexities. Good leadership is about having a repertoire of responses and ways of being and doing in the world. Each moment is unique.

What worked yesterday might be completely inappropriate today. Being a good leader means having the flexibility to recognise the difference and respond appropriately, so that you are not bound by rules but guided by wisdom and tuition. There is no blueprint which ensures that if the rules are followed, good leadership will be assured. But the mystery of good leadership does not end there.

People need to be able to trust you, to know that what you say is what you mean, that what you do is what you truly believe in. I am thus trying to emphasise the importance of personal and professional development within the framework of the organisational development. Organisations can and must develop, but they cannot develop if the people who work in them are not developing. In this process of transformation it is possible for anyone to develop the capacity to become a leader. It does require a commitment to the process of inner transformation. Leadership is essentially about moving forward, and having a sense of direction. In South Africa this direction is redress, democracy and ensuring equality for all. It is about ensuring the school does not get stuck in a rut of the past or become stale and reactive to new policies. Good leadership will be aware of the school in relation to its immediate and broader context, and will constantly be seeking ways of making the contributions of the school more relevant, more purposeful. Leadership should be visionary, looking towards the future, nudging and challenging people within the organisation to be alert and awake to the challenges. Being a good leader means making sure that all the people in your organisation can share your vision, or build upon it, challenge it and make it their own. In South Africa it appears that schools have been run with a focus on management rather than good leadership. Good principals were efficient bureaucrats - people who completed forms on time, who established highly efficient structures which ensured that the school functioned as smoothly as possible. Chapman (1995) claims that the responsibility for change lies with individuals. We must begin with ourselves, not close our minds to the surprising, the seemingly radical, this means fighting off idea-assassins who rush forward to kill any new suggestions on the grounds of its impracticability. "Effective management of change in education requires appropriate knowledge, skills, personality and characteristics for managing change"(Morrison 1998). For educational leaders it means fighting for freedom of expression, the right for people to voice their ideas. Sooner or later one must opt either against a status quo or for it and its responsibilities.

CHAPTER 3

DATA COLLECTION

Themes:

3.1 Introduction

3.2 Respondents' background

3.3 Data collection and questions asked:

   3.3.1. What in your opinion is an educational leader?

   3.3.2. What do educational leaders need to know to effect educational transformation?

   3.3.4. What is your leadership approach?

   3.3.5. What constraints and contradictions have you experienced in education?

   3.3.6. What has been your biggest challenge as an educational leader?

3.4 Summary

3.1 Introduction

The paradigm that will be used provides perspectives and a rationale for the research and commits one to particular methods of data production, observation and interpretation. The plan is to study educational leaderships' challenges from an interpretive perspective relying largely on interviews which will allow one to understand educational leaders' experiences through shared interaction. The work will be located within an interpretive paradigm, since this method places importance on the ways human beings actively construct meaning through their participation in social life with other people. Educators are believed to possess a high degree of professional autonomy. Equally they are often held responsible, individually or collectively for the events in their schools and classrooms and for the effects of their teaching and managing. The implications for leadership are enormous especially when there is a certain degree of dissatisfaction with the system i.e. a dysfunction in the

system such as falling standards, poor classroom behaviour and demotivated educators. It is frequently the educational leader who becomes the ready target for all the blame. But how autonomous are educational leaders really? How much freedom do they really have in deciding the affairs of their schools? For what can they reasonably be held responsible? These questions will be answered by interviewing educational leaders from traditionally white Ex-model C schools to find out how they are working within their constraints and yet trying to carve out elements for transformation like democracy, redress and providing access to equal opportunities for learners.

The units of data collection will be members of school management teams in various socio-economic backgrounds. The individuals will be asked about their management strategies in different situations when faced with departmental controls that contradict their own visions and plans for their schools.

This planned research is a systematic observation because it is guided by concrete research questions from which answers it is hoped one can draw coherent and plausible conclusions or inferences. The observations will hopefully fulfil the purpose of this research. A qualitative researcher proposes a more fluid, open and changeable design, it is not purely technical in terms, rather it is an iterative process that requires a flexible and non-sequential approach. Things may change when the research is carried out and there may be good reasons why it may be necessary to change the original design. Pragmatic considerations may well influence the final research production. One may argue that it will not be scientific and that bias or subjectivity may be introduced. An argument is that fixed technical designs are restrictive and unsuited to this exploratory and inductive study.

Working within an interpretive paradigm, collecting qualitative data by interviewing heads of schools in the context of their schools or working environments, this design is coherent because the techniques of sampling, data collection and interpretation as well as the context of the study "fit" within the logic of the interpretive paradigm and the purpose of the research. This study would like to compare leadership strategies across different individuals within different but similar organisations. The exploratory study will employ an open, flexible and inductive approach as attempts are made to look for insights into phenomena employed by educational leaders. The aim is to explore what is meant by "educational leadership for transformation operating within constraints."

This study aims to answer a practical question important to policy makers and organisations. In contributing towards theory, the findings of my study would be used across a wide range of different contexts. Data will be analysed by identifying different themes from the interviews. The purpose is to study strategies as they unfold in real world situations, without manipulation or predetermined variables. Peoples' subjective experiences are real and should be taken seriously. We can also understand others' experiences by interacting with them and listening to what they tell us. The aim is to translate everyday happenings to understand the social world.

Interpretive research relies on the first hand accounts. An interpretive approach allows for focusing on a holistic issue where the whole phenomenon under study is understood as a complex system that is more than the sum of its parts. There will be an immersion into the details and specifics of data to uncover important categories, dimensions and interrelationships. It will begin by exploring genuinely open questions rather than testing theoretically derived hypotheses.

Social phenomena are context-dependent and the meaning of what is planned to investigate depends on the particular situation of the individual. Validity is not defined in terms of the extent to which the operational definition corresponds with the construct definition, but by the degree to which it is possible to produce observations that are justifiable for the study.

It will be necessary to piece together the communicative intentions and the socio- economic context. It will be vital to interpret exactly what the interviewee said and meant. This assignment wants to "tell it like it is". This commitment to understanding human phenomena in context is known as the phenomenological perspective.

Moreover, the interpretive method is very challenging, and one must sharpen one's listening and interpretive skills. In the process of construction of material or data, it may be necessary to reformulate the questions or change the strategy in response to new findings. In this way interpretive research is very much a process and not a simple set of procedures. The goal is to make sense of thoughts and feelings, ideas and perceptions as they occur in the real world. It is also necessary to be aware of body language and any other influencing factors. At all times it is imperative that this interpretive study is never denuded of context, and the

details will not be presented without being positioned in relation to the overall structure of understanding (Terre Blanche & Durrheim, 1999)

Of course it will be necessary to keep an eye on all aspects of the study - from the listening to the observing, from the thematising, to the final report; known as the hermeneutical circle in action. When we see the difference it must be retained in contextual detail, then one comes to an understanding of what is distinctive about individual cases or contexts. It will also be necessary to unpack the meanings of the words or expressions layer by layer to show thematic similarity. One way to find themes is to listen for repetition of phrases by different interviewees. In the analysis the idea is to move away from the universal or general to the local. It will be necessary to make reference to both perspectives in interpretive enquiry: insider and outsider perspectives, thus balancing them like a see-saw.

The only problems that are anticipated are if the interviewees do not have any particular management strategy or if they do not experience any form of bureaucratic controls on their work. Due to the fact that this study is conducted in an interpretive paradigm, one does not expect to find the same results repeatedly. On the contrary, one expects to find different results from school to school because each school and educational leader has its own ethos and structure - the contexts and opinions change. Reliability will be achieved if detailed descriptions are given to show how certain actions and opinions are rooted in and develop out of contextual interaction.

In this interpretive paradigm one is addressed by products of human experience, rather than simply impose one's own methodological scheme on the data. One must be prepared for the data to tell one something new. One needs to accredit human beings with their powers of awareness, their ability to evaluate situations and choose rules. In this interpretive paradigm it is necessary to familiarise oneself with the day-today-reality of the research problem, the aim being to document what it is like for the participants in the system. As part of interpretive research, no attempt must be made to manipulate, control or eliminate variables but the task is, rather, to unravel the scene and comprehend and construct relationships, practices and organisational patterns. The key concept is the learning milieu, i.e. network of cultural, social, institutional and psychological variables that produce in each school or within each leader a unique pattern of circumstances. As a researcher one is not an outsider come to sit in judgement, but a co-investigator who has to negotiate interpretations with

those involved in the study. The need here is for a holistic approach instead of a reductionist approach to educational problems.

Paradigms are systems of interrelated ontological, epistemological and methodological assumptions. They act as perspectives that provide a rationale for research and commit the researcher to particular methods of data collection, observation and interpretation. All findings and conclusions are embedded in paradigms (Terre Blanche & Durheim, 1999). The interpretive paradigm permits rich and detailed observations of a few cases and allows one to build up an understanding of phenomena through observing as they emerge in context. Experience and meaning only emerge in social interaction.

The sampling strategy was as follows. The sample to be studied was selected at random just ensuring a variety of socio-economic environments as well as gender and age differentials. This method of sampling was appropriate because the aim of this study was to see how various educational leaders manage to deal with change in their own contexts - how different variables may change their methods. The candidates were interviewed, remarks were tape recorded, transcribed and later analysed as a means to gain insight about how they operate and what about them are similar or different. The characteristics that were required were that they should have been in leadership positions in their schools for a few years already. They should be operating in Ex-model C schools that are under scrutiny from their relevant District Offices. The sample size was four educational leaders. The only practical arrangements were the setting up of interview dates that were convenient for both the interviewer and interviewee. The kind of relationship was one of two educational leaders discussing strategies and constraints experienced in their own schools - in this case focussing more on the interviewee. The interview setting was informal and free flowing. The intent was to provide a setting for, and to convey the special world of the educational leader - a world of variety, of puzzling complexity, of victory and defeat, of small and large concerns.

3.2 Respondents' Background

I will describe each interviewee in more detail like age, gender and other relevant variables. The first principal, Hannes, a 45 year old male, has been at the school for 8 years. It is a school situated in a very affluent area where parents tend to either get too involved or

become a nuisance. They want to be involved in everything, the good side being that they support the school and will attend fund raisers and do what they can to get the school to be the "best in the west". He came in from an Afrikaans farm school. He described his stay at the school as being life changing. His school is very neat and has all the trimmings of a wealthy socio-economic environment. When he arrived it was a culture shock for him. He admitted to being very autocratic initially and it took an outsider to convince him of his traditional and stultifying methods of leadership. He has according to the staff "really changed" and they now feel more comfortable working under him. They do sometimes claim that he tends to pass the buck and not deal with issues that they feel are his domain. His desk was littered with papers and all his computers and printers and modems were on indicating that he uses these conveniences to correspond and type his own documents. His office was very welcoming and there were beautiful paintings on the walls. The atmosphere was warm and welcoming and he was friendly and relaxed.

The second principal, Anton, is only 35 years old and also from a very traditional Afrikaans background. His school is filled with learners of colour to the extent that he now has more learners of colour than white learners. The socio-economic environment is very middle class. He comes across as very domineering and "will not put up with slack teachers". He believes that his school is run very successfully and that he is doing a good job. His computer was off and covered. His files were all in a cabinet and he got up and took them out and referred to them as we spoke. The atmosphere was fine but the office was generally bare.

The third principal, Ian, has been in his position at the school for 18 years. He is in his late fifties and his school is very representative of all race groups. His school looked very run down and his office was very dark and gloomy. It smelled heavily of smoke. He was proud to say that he has started many schools and this one is his best. He fiddled with his hands a lot and laughed and made jokes through the interview he appeared to be nervous. There was no evidence of any computer in his office only very old posters. I could not see any files or evidence of District documentation.

The fourth principal, Sandy, is a middle aged, married woman with no children of her own. She came from a wealthy school where she was deputy principal, to this school as principal which is in a poor socio-economic area. She was in the process of starting her M.Ed degree

through UNISA. Running the school has proved to be more challenging than she expected so she asked for an abstention. Her office was light and airy, there was no computer in her office and her phone was on a separate desk. All her files were packed away in a glass cabinet and her desk was spotless. She was the only respondent who required proof of my studies and the relevance for the interview.

She started off by requesting that I not record the opening of our interview as she wanted to give me some background to her situation first.

3.3 Data collection and questions asked.

Some of the typical interview questions were:

♦ What is an educational leader?

♦ What do they need to know to effect educational transformation?

♦ How do you build positive inter-personal relations?

♦ What is your leadership approach?

♦ What constraints and controls (if any) have you experienced?

♦ What has been your biggest challenge as a leader?

I will refer to the data collected and the responses in the themes as the questions were asked

3.3.1.   Question 1: What in your opinion, is an educational leader?

A strong theme of professional collegiality is identified in effective headmasters by Sagor and Bennet (1994) who say effective educational leaders speak of trust and mutual respect, a culture of collegiality, even a culture of counselling to promote learning and personal development and thereby whole-school development or Total Quality Education (TQE). In reaction to many past studies about education - there is now a more holistic concept of educational research in education and on education. The problem with educational leadership lies in understanding dynamic social interactions and do not take for granted the goals of schooling as Anton explained "one must listen to all the stakeholders and carefully answer to their demands using the management and grade tutors. Delegation skills are good to have." The educational leader must see all the stakeholders as informed partners rather than delivery agents. Being in the system and at grass roots level they provide situational

verification. Anton felt that "an educational leader must be progressive and get the policies as soon as possible to familiarise oneself of the changes. An educational leader must be a part of what's happening. That is why I also teach classes. I need to know how the new policies work and what the problems are." Educational leaders should strive to have an impact on policies and practices adopted. As Hannes put it, "it is my job is to allow the staff the freedom within guidelines to teach creatively using initiative to the advantage of the pupils for a superior education." Herman (1998) says educational leaders must engage, manage and plan. What is needed is motivation from within by all participants to drive the process and live leadership - quite a challenge!

Leaders have an added challenge in that they must empower themselves as well to manage quality in schools. Tied up with these challenges educational leaders must meet the needs of knowledge, skill and attitudinal demands of democratising a country and school. The old role of the teacher has changed and they are more accountable to others now. Anton said that now "an educational leader is someone who does not take his job too seriously - not an autocrat. There is no place for that in this new dispensation."

Educational leaders' biggest problems - globally, nationally and institutionally, are to equip learners to be in charge of their destinies, have life skills, the capacity and confidence to take up his or her own place in a world now and forever reinventing itself. Ian describes this when he claims that "an educational leader must see the importance of education, commit himself to ensuring the children's needs for a changing world are met and that they will be able to cope when they leave. He must be able to admit his own weaknesses and ask for help when necessary. The teachers must be made to feel worthy, that the school needs them and without them the school is incomplete. He uses the good of the past and integrates it with the best of the present system." Sandy understands an educational leader to be "someone who motivates people to do what you want them to do, to be able to be effective and efficient in whatever they do for example to be a grade one educator or a good athletics coach." Educational leaders should understand the context shaping their situations and should lead and model democratic values in every sphere of their work. They should continually equip themselves with skills and vital managerial strategies to transform their own and other educators' behavioural practices.

3.3.2. Question 2: What do educational leaders need to know to effect educational transformation?

Since 1994, schools were asked to assume new responsibilities and to increasingly self-manage their affairs. This paradigm shift has been a huge change and challenge for many educators. (School Management Guidelines,1999) The Department of Education has devolved responsibility to do with pedagogy and school services while retaining high degrees of steerage over curriculum content (C2005), budgets and personnel restrictions. The setting of new national goals, providing contexts for state curriculum framework, the giving of more powers to school governing and intensifying student learning outcomes with OBE, are but a tip of the iceberg when it comes to the changes in education in South Africa. The Department of Education's control of curriculum, assessment of pupils' learning and budgets appear to be as tight as it has ever been, despite the Provincial School Management Initiatives.

A concept like leadership for Morrison (1998) has a history and a complex and changing cultural and ideological relationship with the wider society of which they are a part. Educational leaders felt it necessary to "know the Schools Act and all its ramifications. You need to know the policies and all the political affairs that have to do with transformation, one has to know of the changes in the country. The School Management Guidelines is helpful." Sandy says her "certification in management theory and B. Ed in Managerial skills has enabled (her) to run the school without relying too much on guidelines as such. We need to know the new Labour Relations policies for School Development Programmes. "

Headmasters often say their principals' meeting was a "waste of time" and irrelevant yet the ritual makes it appear that they are dealing with a serious issue. Anton says he " wishes that educators and educational leaders would open their mouths and stand up for what they believe in. They are too scared to say what 's on their mind for fear of reaction from District Office. Surely there must be a forum to view one's opinions on legislation and policies. If you go against the system - why are you marked for the next inspection - by people who, in my opinion, have lost touch with what teaching and running a school is all about. They are only interested in their top jobs and being able to make policy official. Every time someone new is in the seat at District Office, then the policy changes again." What becomes clear is that educational leaders need an understanding of principles and rationale for changes and a

knowledge of practical ways forward on specific issues. They need a theory for understanding and a theory for action. Tension between administrative control and professional autonomy, challenge versus support and change versus stability have been clearly identified. Yet despite these constraints, Mc Pherson (1998:18) argues that decentralisation can work because it provides for more innovation and flexibility to provide for needs and more people will be involved thus freeing the government to monitor and assist where needed.

Leadership is interpreted as being about changing the culture and having the skills to uncover assumptions blocking change. Hannes has a concern that "Malele Petjie a District office official says schools are self managed now - financially, and with regards to governance. I need to know that I have got the backing of the GDE - they must not pass the buck. I need to know that I can speak to my staff confidently regarding the changes - it needs to be to their benefit - the Department has not thought about the impact of their decisions at grassroots level." Fear of the unknown can therefore be overcome by providing extensive information and communicating, giving examples where it has worked, benchmarking, identifying exact concerns and clarifying aims while providing support. Any uncertainty identified may be resolved by ensuring extensive communication and sharing of information with a discussion of clear roles and responsibilities. Hannes makes this clear when he claims that he "needs to know how far the school's authority and SGB's power goes - what can we and can't we do - too many checks and balances from the powers that be. " The sentiments of cynicism are expressed by Hannes who says "there were four workshops planned for training SGB's - all four were cancelled - what is the Department aiming at? There was an unnumbered circular regarding the school bank accounts and educators remuneration, what was the point in leaking it to the public - it got everyone in a state. I need to know what the total education programme is - define terminology, context. I want the GDE to assist us in transformation they are not enhancing nor promoting transformation. I need to know the rationale -why are the changes being made or are they changing for the sake of change ?" While the concept of SBM is pervasive, there are many forms in existence without clear goals. It has been found that little substantive decision making authority has been delegated to SBM programmes. When there is evidence, it is more concerned with teacher morale and satisfaction and the impact on student learning is often ignored. "

Yet before educators can operate, the leaders need to know the degree of autonomy granted to their institution. The South African Schools Act (SASA,1996) says it "provides for a uniform system for the organisation, governance and funding for schools." and "makes provision for public school governing bodies to become progressively more responsible for managing aspects of recurrent expenditure, and imposes a responsibility on all public school governing bodies to do their utmost to improve the quality of education in their schools by raising additional resources to supplement those which the state provides from public funds. The Government Gazette Extra Ordinary of 1996 states that "the governing body of a public school must make all reasonable measures within its means to supplement the resources supplied by the state in order to improve the quality of education provided by the school to all learners at the school." Anton has definite views on his lack of authority and "needs to know what the latest legislation is regarding the Labour Relations Council and the Schools Act. Get as much knowledge as you can and know what you are aiming for. We need training in how to be principals - I've learnt what I have picked up along the way. We need guidance in handling this job and often we only find out how things operate on a need to know basis. The School Management guidelines are already outdated. I'd like to know management skills like TQM and the ones that the Johannesburg College of Education offers for educators. It is the State's responsibility to train us - but I realise there are people who need help more than we do." What Headmasters do develop in this case is a dependency on externally supplied knowledge, and by making some knowledge inaccessible, the Department of Education has control. Headmasters are passive receivers and only consume knowledge constructed outside their experience. They get the message that they can trust the system and the experts, they are receivers of policy and not shapers of it. It was clear from the findings as Ian put it that "the good schools need a few more pats on the back - we are not appreciated enough. We are all tarred with the same brush. We need encouragement, need to be trusted to get on with it especially senior principals who have shown that they can run a school. Mc Pherson (1996) asserts that accountability could do little to assist with the continuous improvement of schools and their support systems. At a more personal level, professionals might need more sophisticated feedback than blame if they are to be encouraged to constantly recreate relevance and legitimacy of their services. These principals felt that they needed more practical feedback and Ian wants "simple clear guidelines not vague circulars in high language that no soul understands like the circular on the Grade 9's. I gave it to my five SMT members and no one could make head or tail of what was being said. We are threatened with disciplinary action if we fail to operate as is

required. One can only be disciplined if one understands where you went wrong and you are not complying. I don't mind attending courses if they are well structured. At the moment most courses do not teach the teachers anything new and it is very annoying to waste the time. I am pleased with the Labour Relations guide it helps with conflict resolution in the work place. I do not refer to the School Management Guidelines, they are too restrictive. The basic management principles are there. We need to know our limits and parameters. Senior principals must be given more freedom. There is not much latitude and the Department is not receptive to their guidance especially if they have been in the principal's seat for a long time. Our District Head was a staff sergeant in Umkonto We Sizwe - she has never been a principal. How can she make policies regarding education?" The feeling of insecurity and having policies or procedures forced on one is clear and obviously a problem for this educational leader.

3.3.3 Question 3: How do you build positive inter-personal relationships?

Ubben (1997) adds a new dimension to this discussion on educational leadership and says that conceptually separating management and leadership helps to show that these terms really are interrelated. While leadership may describe dynamic efforts, such as translating into action a vision for the organisation, creating change and developing new policies, management emphasises a supportive status quo to provide people stability and balance in the workplace so they can work in relative effort. Hannes provides balance and stability when "the staff go on a conference or "bosberaad". All staff participate in setting the school's goals and are aware of the goals. I try not to use a big stick. If I sense resistance I call them in to my office and we have unofficial chats. If I still get no joy or their buy in, a warning is given. All our operations, including the SMT are very informal most of the time. We are a team." To define the word team, I am using Morrison (1998:182) to mean "a group of people with a common objective, whose members possess different areas of expertise, skills, personalities and abilities that complement one another, and who are committed to working together co-operatively. I am sure this is what this educational leader was referring to when he spoke of his staff being a team.

Anton's method for ensuring positive inter-personal relationships were that "there are many facets to staff relationships - so understand the dynamics in context! The channels of communication are clear and all teacher including Heads of Department are responsible for

decisions they make. There are set duties and responsibilities so there can be no confusion. If someone cannot do the job I either give it to someone else or coach them through it. With the new Skills Development Plans we must develop our teachers to be relevant educators." It is important not to make specific detailed prescriptions for educational transformation. This is deliberate, for the overwhelming message is that it is for the staff to decide using context and needs of their organisation. (Morrison: 1998). Anton says he is " lucky to have a good staff. One must be a "people's person" The staff also need to know their boundaries. I have a dress code - it sets a professional tone. We are all generally on first name terms unless we are in a meeting with a parent or children. I am not an ogre there to look for mistakes being made. I like to support my staff and like to be a shoulder to cry on - but will reprimand if necessary." It would therefore mean from this that change and transformation can only occur if the twin strategies of organisational development and human resource development are deliberate, planned and supported. It seems that as for Anton, it is to everybody's advantage to adopt a win/win model of change management, maximising everyone's creative abilities rather than an exploitative view.

Anton copes with accountability and change by being aware of being too responsive in favour of one stakeholder- the parent - all the time and feels "our teachers are open to much abuse by parents and pupils. I like to support my staff and investigate both sides of a story before assuming that the parent is automatically correct. As soon as teachers feel their principal is pro-parents, he has a negative staff who do not respect him. - a big lesson I learnt the hard way." I think at the main idea of this literature is the message of inter-personal relationships in managing change and developing synergy. It must be remembered that most of the changes suggested in the literature concern human resource development, particularly the need to address issues of motivation (Morrison,1998)

For Ian, he thinks that inter-personal relationships and educator motivation are paramount to achieving a school's goals, " polarisation and negativity from the top will always filter down and affect all the staff. The educational leader's attitude is crucial. There must be no favourites, that creates animosity. No discrimination, all staff and children are equal. Recognise the capacity and potential of all staff in meetings and in informal chats. Build their self worth let them know that they are all valued. My staff turn over is low. I don't confine the staff, I let them be free to be the professionals they are trained to be". In this way a transformational leader uses their knowledge and skills and their perceptions of

changes that are needed to work both inside and outside the organisation to map new directions, to secure new resources and refocus existing resources and to respond to realities of a very unstable present and, at times, an unforseeable future. To such leaders, change is inevitable - the challenge is to make the most of it in increasingly more productive ways. Bennis in Ubben wrote that "creative leadership requires that the leader make full use of the analytical as well as the intuitive mind. As regards the development of inter-personal relationships it is good to know that Sandy "encourages teachers every year to develop themselves in teaching and to make use of bursaries that are available. When the staff attended the Grade 5 OBE training in the holidays I made sure that I was there. I want to do what they do and learn what they do so that I can help them when necessary or show appreciation when they comment on areas of difficulty. We have a strong support system amongst the staff and have an induction committee including the Heads of department.' It is obvious that Sandy, by attending the same courses and being aware of how the new systems work ensures that when her staff insist that something does not work, she has tried it too and will also know if it does not work. An educational leader can also review the necessity of existing practices and evaluate their benefits.

3.3.4   Question 4: What is your leadership approach?

The argument in the literature from Morrison (1998) is that it is essential to move away from coercive, blaming and a bullying style of leadership and replace it with an empowering view of leadership at all levels. The leader can use his/her positional authority to give weight, legitimacy and recognition to an innovation. Leading by empowering people is a key principle, with the leader listening attentively, that delegation is important. Everyone can contribute to developing a vision, everyone can lead by example, everyone can take on a leadership role. Effective leaders are acutely aware of the micropolitics of an organisation and recognise that they have to bargain, sell and negotiate ideas. Anton uses this method and has " daily meetings where staff can all voice their opinions and let off steam or ask questions. Sometimes - very rarely I need to make unilateral decisions. Most times I have a pre-conceived idea of what I'd like to do and often the staff end up agreeing to do what I had in mind. They are part of making the decision and are therefore more likely to stick to a decision. All levels from Grade R to Grade 7 have input. I meet with my SMT once a week and invite other teachers if necessary. Teachers also need to feel represented at Governing Body level. They are welcome to put forward issues under general for SGB meetings.

Feedback is the next important issue. We keep minutes of all morning meetings and SMT meetings to reflect on the interaction. I am as democratic as possible and adopt an all inclusive approach - yet I don't delegate all work. If all the work is kept to oneself you will work yourself to a standstill and teachers will not feel they have any worth. I allow mistakes - it is an excellent way to learn. The dynamics and context of a situation are vital. Always hear the full story. Calmness is important and be a critical and careful listener. Crisis management is usually acquired by experience and one learns best from one's mistakes". Success or failure of leadership is thus measured by the capacity of the principal to persuade people to do things, both individually and collectively, for the good of the school. The educational leader therefore obtains this co-operation chiefly by helping to clarify the goals and expectations of the school.

Hannes is adamant about his leadership style which is " very informal with much consultation from all staff. I work with establishing term planners with the staff on the first day of each term - in this way we are all aware of the activities for the term and can make others aware of drives that individuals are doing for example if a biathlon is being organised by the PT teacher or a musical evening by the music teacher. All colleagues are treated on the same level. I give them my trust when they are- asked to do or volunteer to do a job - I have a very open door policy approach. At our school the process to develop a vision for the school took the form of a questionnaire - to assess the attitudes of all stakeholders and demand an opinion on issues that have a long term impact on school development, and issues which the SMT had control over. It is called a SWOT analysis.

Respondents in three groups A)parents, B) educators C) learners; were asked to indicate on the SWOT analysis. An analysis was done at a staff conference. The school is now guided by four principles: innovation, integrity, commitment and spirituality. This vision now affects the policies and procedures of all school activities, an indication of the SMT commitment to the expressed needs of the stakeholders. My leadership style is to give middle management or the SMT authority to make decisions in their departments and be responsible for those decisions and take the consequences of their decisions. I am not a control freak! My colleagues work with me not for me. It has been quite a change in mind set for me. It is inservice training for all staff. I believe in cross-pollination of ideas between all staff, I see them as professionals and we all give and ask for advice when there is a change or when advice is needed. I'd like to believe that I use the participative management

style approach. This echoes Kotter's (1996:104) view that whereas management is concerned with coping with complexity, leadership is concerned with coping with change.

Blasé (1995) on the one hand argues that those who perceive all of this complexity as opportunity rather than a constraint are able to shape performance that rises above irrational command-orientated control that becomes entrepreneurial rather than complacent. A dilemma becomes a problem, something capable of resolution and managerial control out of confusion. As Anton says " management strategies are useful if one has been trained. It is important to acknowledge the teachers' knowledge. I had to prove myself and I was tested and viewed under a microscope. One has to carry all kinds of emotions from empathy to harshness if necessary. I have to keep tabs on all activities in the school and I need to know what is happening in most spheres. Rapport with the pupils is important. Be visible and do duties and teach just any normal teacher. In this way you are more respected and teachers will do what you ask them."

The professional perspective according to Elmore and Associates in Mc Pherson (1996) takes the view that with school based management, schools will improve when educators and their immediate leaders are given greater opportunity to develop skills, exercise judgement and have greater control over their work. It promotes collegiality and accountability is accomplished by collaborative planning, co-operative teaching and learning. Ian has the chance to develop his skills because he believes that he" has an open staff. I do not pretend to know everything - eventually the real you will come through. Do not lose the staff's confidence - keep up with trends. Delegate to competent staff who can do the work to the school's benefit. There must be a trusting atmosphere and the teachers need to know I am there for them. Set school goals slowly, revise them periodically to broaden the quality of education. Develop and broaden the staffs' capacities too. Show appreciation, be sincere and value the staff. One must be active and not delegate everything - be in the classroom and teach, be on the field to do a sport, do counselling and monitor the needs of the less experienced staff. One has to be the driving force, the hub from which all the spokes radiate. Be there, be credible. Pool the staffs' thoughts. We all have weaknesses and cannot do everything. Try to achieve and be constantly introspecting then solve the areas that have problems. Be careful of too much of this as it could lead to you wondering and asking yourself why you are doing the job. (This comes two weeks after his staff called him in to a meeting to voice their gripes that he does not support his staff after a particularly bad

incident with a parent). I have used the SWOT analysis and formed my School Development Plan around the results - it helped me focus. "

This type of planning can be called strategic planning, which for Tomlinson (1999) is when management reviews all policies and practices against the newly stated vision and the aims and objectives derived from it, as two principals had done by using the SWOT analysis. The emphasis of the plan is to provide a policy framework within which the staff can be more proactive and less reactive especially about the timing and content of what must be changed. All decisions planned can now be tested against a clear view of the strategic direction which it was planned to move the school. This helps to ensure appropriate decisions are taken, responsibilities are clearly allocated and resources adequately mobilised. This is not an attempt to ignore the forces of change. Rather it is an approach that allows the staff team to take control of what is happening in their school through the planned choice of what and when to change, more importantly, how and why to change. These decisions are the essence of strategic planning.

A significant message that emerges from Morrison (1998) so far is the need for strategy development. Educational transformation is not an event but a process. It is a process by which educators alter their ways of thinking and teaching; it is a process of developing new skills or strategies and finding them meaningful and satisfying. Ian says that he does 'try to use some management strategies - I did own my own business for a while - but most of the time I fly by the seat of my pants. I use intuition, experience and providence!" If educational leaders' practices are indeed partly determined by the context in which they work, it is obviously important for the leaders and others concerned with leading a school, to discover the significant features of this context and the process by which their influence is exerted, so that attempts to improve quality and transformation are more constructive. It would then be correct for Sandy who "attends all the courses that the staff are expected to attend. I want to be on top of everything and be aware what is happening all the time and be informed of any new developments. I make use of a more democratic style, very participatory and shared decision making. I do not like nor use the traditional approach. In my school all staff are involved in some way because they will be more motivated. I insist that all staff report back on any course that they attend, whether it is an HIV/AIDS or an English course - for their benefit and development as well as for the rest of the staff." Therefore in-service training for educators can truly challenge educational leaders too. Ian says "if they make a mistake, I

call them in and explain that they did not deliver the goods and we sit down and find a way to help them achieve competence. I always introduce new concepts gently, there is no sense of urgency or there will be lots of resistance." Teacher commitment is thus crucial and comes from mastering new teaching strategies and mastery comes from practice, feedback and coaching. It does not necessarily come from involvement in determining school goals or strategic directions.

3.3.5. Question 5: What constraints and contradictions have you experienced in education?

Many principals engage in some creative insubordination - they will bend the organisational rules in ways that serve the school system. Yet the School Management Guidelines (1999, B3:1) states that " management in education should be able to draw on the professional competencies of educators, build a sense of unity of purpose and reinforce their belief that they can make a difference." Anton says when he " became Headmaster, I wanted to try things in my own way, they do not tell you at college that you are accountable to so many people. Here at school we get bogged down with red tape and rules and tend to lose sight of why we are here. Our school day is so split up with unnecessary activities and demands from circulars that it contributes to a feeling of uncertainty."

The quality of the head often makes the difference between the success or failure of a school; poor leaders can block progress and achievement. It is essential that we have measures in place to strengthen the skills of all new and serving educational leaders. Hannes feels that there is "more control now than in the old days. Schools had clearer guidelines and we did our best. There are political goals now. The last two years have been particularly bad - in theory we have freedom but in practice no. The majority of school principals do not have managerial skills so controls have increased. They should help schools draw up budgets - sit down with them and help each school. At the moment there is an increase in animosity between the "haves and have nots" because of the different funds available to each school. In some schools they cannot raise R30 000. Their paper work, phone and electrical bills are paid for by GDE but in our school this is not the case - we are responsible for all costs. The black schools think our costs are also being covered by GDE so they feel resentful about our extra funds in our school coffers. We have more funds and are thus more accountable. The parents pay more to get more - yet they are also paying for the electrical

and phone bills - other schools don't pay for these basic facilities. I think it is a political game because the GDE wants to satisfy their electorate. Model C schools have been severely limited. We were using our own School Development Plans, now it has been limited and there are new categories for school development plans. We had identified weaknesses in our school, now they want us to identify more. (Workshop on 20 September 2001: Whole School Development.). They are trying to implement these changes in all schools yet there is no infrastructure nor money. There are new policies everyday - yet the old disadvantaged schools have no skills to cope with the demand of changes and new policies. We are inundated with changes so there is chaos in the old black schools. The GDE cover their own butts so when the DoE checks up on new policies - GDE can say that it is not their fault - they pass the buck on to the schools. The up coming elections in two years time will mean that the Government must show that they have done something in education. Forms are submitted regarding employment of educators or for reasons like leave, the forms never come back. The Grade 5 OBE training has been a fiasco - it has not been thought through - too many changes at once and too many cancellations of proposed training - very unsettling. Now they want to train teachers in the holidays. The Department's ideals are good but there is a lack of clarity and the leaders have been out of touch too long. With regards to feelings of constraints Anton says " I feel we are much more accountable to parents, governing body and children - especially on major decisions. We must be aware of parents rights, more issues are taken to the GB and the staff meet daily to be informed of certain issues. It is mind boggling what changes are taking place especially with the schedules and the draft curriculum. The bureaucracy and red tape are too much. Grade 5 and 6 are not permitted to do OBE but we have not wasted time. Our school has done OBE with Grade 5 and 6 and I was wrapped over the knuckles for having done so. Our children are the guinea pigs. How do some classes move from OBE to the old system? The School Development Plan is a mechanism to control schools. My staff are working their best and it is a gruelling task. I devised our own tutor card, paid for the printing, but I was told I was infringing on copy right - I don't know whose - and was told to "use the blue one with the pockets" which is the same in principle and now has created a lot of unnecessary work to rewrite all information. My best teachers have left and gone to private schools, many because of the red tape. Why change now when in four years time there will be another change? The policy makers are out of touch with real schooling and teaching. The SDP and OFSTED are there to judge our schools. We only need to fine tune our school's system and procedures for greater efficiency. It is no use to kick against the Department - you will run into a brick wall so rather find the

best way to implement the changes to keep in line." A fundamental source of conflict arises here because professional people want to control their professional lives - or are educators only "state functionaries" or public servants where their performance is standardised by bureaucratic measures?

Usually the laws issuing from the state legislature deal with general powers and purposes, leaving specific implementation to the state education agency and various intermediate and local school systems. There appears to be an asymmetrical relationship between educators and the Department of Education, officials at provincial and local level who have a "closed door policy". It is clearly oppressive in its aims and execution. See OFSTED. Another comment made was, " I would like to have files because they work for me - not because District Office thinks it should be done in a certain way. To me their filing system does not work - they are making too much paper work and duplicating. How do the schools in poorer areas get all their duplicating done? I guarantee you it is not being done, surely District Office can do an inspection of our school -check to see that everything is running well and successfully - then say "well done" and leave. They can then go and lend assistance to schools where the help is needed but I do understand that they can't be seen as discriminating and only making rules that apply to some schools and that it will be seen as favouring the old Model C schools."

Principal Sandy has a strong view and believes "it is unprofessional for educators to ignore procedures. It is their responsibility to pay attention to following rules. They must be co-operative with the system". Clearly in keeping with her official role as chief - executive, she has bureaucratic role obligations to ensure the smooth running of her school, she follows rules religiously and considers non- compliance as unprofessional. For Ian who has been in education for over thirty years, he will " look at the policies, glean what I want and reject the rest. We run our school our way - according to the community's needs. No school can subscribe to such major standardisation and uniformity. We should be given greater freedom in handling our parents and children. I feel the parents and children have too many rights. The educators have few - they are abused emotionally, financially and too much is expected of them. We are servants in the true sense of the word and don't get time off. There is no clarity or freedom to decide on the needs of our own community. I realise that the Department is trying to equalise all schools - but the reality is that there are and always will be the "haves and have nots". Why should good schools be pulled down to accommodate

the schools that need improvement? I forecast destruction for the current good schools. Why destroy Rome in favour of rubble? Shape the rubble, uplift it and cement it to build something meaningful - but don't break down something good. Give it credit and move on to spend time on schools that need assistance in areas of financial management or teacher training skills. I don't appreciate the attitude of "we are watching you or else!"

Another experienced educational leader commented, "I don't know why it is called the teaching profession. We are not paid to be creative but rather to carry out instructions from the top. One doesn't need any brain power at all. What is the use of all our specialised knowledge in any way? They may as well employ matriculants who can be told what to do." The dominant way in which educational leaders tend to speak of themselves is through the possession of knowledge, credentials and expertise. They do not like the connotations of the term "public servant". The implication is that one has no intelligence and everything you do is because you are honour bound and feel it is your duty.

An observation made by Sandy is that "the problems or difficulties that most educators experience has not been of their own doing - it is definitely the way the new policies or demands are brought down to grassroots level. The district or regional officials are the ones who have not always understood the policies and their confusion has filtered down to principals. They have not always been clear on terms or concepts and in our principals' meetings it is very clear that they do not have clarity on certain issues. " As an administrator though, the educational leader sees to the day-to-day functioning of the school and gives directives to his subordinates. As an educator, he teaches and works for curriculum improvement and thus school relevancy and improvement. Officially he is accountable for his actions and every other educator on his staff. At the end of the day the buck stops with him. Every action in the school is thus officially deemed to have been performed by him or delegated by him or authorised by him. There is a clear division of tasks and responsibilities. Darling - Hammond (1989), refers to this as bureaucratic accountability i.e. the setting of standards and procedures which defines behaviour and it highlights issues of power, authority and relationships in the system. There is little use for professional judgement and there are tensions between educational leaders' professional goals which may not be in agreement with the larger institutional goals.

3.3.6. Question 6: What has been your biggest challenge as an educational leader?

Hannes made the comment that his " superiors used to know what they were doing - now I question that idea. They are too busy putting out fires and are not effective in their work at all. As an Afrikaans person I had to move from old school thinking to new era thinking. I need to know what is going to make education relevant for today's learners and I have to keep up with ideas and changes all the time. I must not be past - oriented. I realise that I do not have all the answers as we used to think teachers had, I now like the Q&A approach and dialogue with learners and staff. I have also had to open my mind to allow the teachers the freedom to get on with what they have been trained to do. In this way Hannes applies the theory from Herman (1998) who says planning for change means that the educational leadership needs to:

- ◆ Be sensitive to the needs
- ◆ Have an understanding and an awareness of the situation and needs
- ◆ Develop credibility and legitimising perspectives and opinions
- ◆ Suggesting partial solutions to problems and tentative trial concepts
- ◆ Develop support for change
- ◆ Identify areas of indifference, ignorance, resistance, possible coallitions
- ◆ Restructuring required for flexibility
- ◆ Sharpening and making concrete the focus and the development of consensus
- ◆ Formalising agreed undertakings, tasks and roles

Fullan (1985) identifies that the change process can take place over two to three years and the initial stages always produce anxiety and uncertainty. He says that ongoing assistance and support are crucial to help people cope with anxiety; the assistance must focus on the precise nature of the concern. In addition change involves learning new skills through practice, feedback and coaching; change is incremental and developmental. I find it interesting that he says that successful change requires pressure - specifically, pressure through interaction. (Lane;1987). Anton verifies the idea of pressure in his own experience, "in our 'white ' school we are lucky and our teachers have many good skills. We can handle a budget of 4 million but it is frightening! My challenge is when this school is totally black in the future - the ratio of black to white has increased every year and with it has come more apathy from parents. They don't support any initiatives, drives or meetings. They don't

understand my newsletter and can't respond. Communication is difficult and to win the parents over is a challenge. A huge challenge is that we have 1000 pupils yet most of them bus in from their own communities, they don't stay here or appreciate what education we offer them though they do sacrifice to bring their children to this school. We have had to make changes and bring focus on different areas like hygiene and universal values like manners. We have got 140 grade one's for next year and most of them come from within our own area - that is a good sign. It will be a mistake to say "we have arrived" there is always room to achieve. One must earn the trust from the community.

Plans may be too rationalistic if it neglects the perceptions and values of the participants. Lane (1987) goes on to say that the potential for school improvement resides in the discretionary authority available to the principal. In particular, principals are encouraged to be not only problem solvers, but problem finders. They emphasise the principals' many opportunities to positively influence teachers who, within current organisational structures depend on principals to establish a climate of order.

Ian has " opened four schools and in one case I turned a community in the face of violent opposition. I had 600 parents who had to move to my new school from other good areas because of so called zoning. I had to convince them that we'd excel and overcome their concerns. Academically I have had to dig deep to be humble to allow others to teach me especially in the new maths or methodologies that are current. Unfortunately media coverage has condemned public schools - especially Stephen Mulholland from the Sunday Star. (Appendix) They say public schools are sinking ships. The media is misinformed and that is a huge challenge to try to change." Chapman (1995) claims that the responsibility for change lies with us. We must begin with ourselves, not close our minds to the surprising, the seemingly radical, this means fighting off idea-assassins who rush forward to kill any new suggestions on the grounds of its impractibility. "Effective management of change in education requires appropriate knowledge, skills, personality and characteristics for managing change."(Morrison,1998)

The greatest challenge for Sandy has been "getting to work with the different cultural groups within my school community. It has been a challenge to work with staff, parents and pupils and getting to know their perspectives so that I am not guilty of being racist in any way. I do want to contribute towards the transformation and practice democracy in all my daily

activities. We have had to establish a specialised class for non-English speaking learners who are Venda or Xhosa. This bridging class has been a great success in helping the learners become conversant in English and to ultimately reach higher grades and become prefects or monitors in our school. The teacher in that class speaks the "queen's English" and now those learners speak beautifully too - better than many English learners do. We have remedial Maths and English every afternoon as part of our extra mural timetable. I suppose the transformation has been challenging as we have gradually accepted democratic principles and other races into our school. We no longer have entrance tests and have not had incidents of racial conflict on the school grounds. We have more people of colour on our SGB now too and our parent body is more representative of the school community. The big challenge remains to assist our black teachers in keeping up with preparation and keeping up to date with the way things are done in this school. I realise it must be difficult for them as they may never have been exposed to white schools and how things run. It is a new experience for everyone. I believe we offer quality education to all and an opportunity to all to achieve. "

Moving on to quality. Quality is excellence, effectiveness in achieving institutional goals and providing a reliable service. Quality means accentuating the positive, high consumer and employee satisfaction and effective adaptability and good service delivery. This concept is what Total Quality Management (TQM) is all about. As the phrase suggests, TQM involves attention to the people in the organisation as well as to the structures and systems in the school.

McPherson (1986) strongly believes that while one can plan for change in a careful way, in practice the plan seldom unfolds in the ways anticipated. People change things! People respond to change in a variety of ways. Some will resist, some will adapt some will adopt innovation. People will respond in the way in which they perceive the change. He asserts that change is also likely to be successful if it is congruent with existing practices in the school, understood and communicated effectively, seen to be an improvement on the existing practice by the participants and seen to further the direction in which the institution is moving.

3.4 Summary

As regards transformation, like other workers, educational leaders hold attitudes towards their own roles, they like some parts of the job and dislike other parts, they shape the job to suit themselves. They may spend more time doing what they enjoy, think they are good at, or believe they will most likely make a difference. I fully acknowledge that resources must be made available to help resolve immediate pressing problems as long as the approaches to the solutions are not prescribed. Everyone can contribute to developing a vision, everyone can lead by example, everyone can take on a leadership role. Success or failure of leadership is measured by the capacity of the principal to persuade people to do things, both individually and collectively, for the good of the school.

I aimed to focus on individual emotive processes in organisational structures. My aim was to compare the processes across different individuals in their own organisations. This research was an exploratory study to provide an open and flexible investigation into how educational leaders feel and work within the system. These were patched together to form a general but speculative hypothesis.

My contention is that many leaders will stay within the framework and limits imposed on them by their own lack of imagination, knowledge of alternatives and so on. The tensions are very real and educational leaders have reasons for choices they make. An educational leader has to figure out his or her own role under the press of a myriad and often contradictory demands. It is McKenzie's (1998) suggestion that educational leaders' behaviour should be understood in terms of seeing them as people as well as understanding the structure and dynamics of the social system in which they act.

I believe that I have sufficient material to begin to develop generalisations on the basis of specific instances. My aim in the next chapter will be to analyse the data acquired, to make the link, and support my hypothesis that real transformation will depend on the nature and quality of the internal leadership of any school and how that leadership deals with the daily demands of a changing education system.

CHAPTER 4

DATA ANALYSIS

Themes:

4.1 Introduction

4.2 Managing change

4.3 Initiatives for transformation

4.4 Summary

4.1 Introduction

The aim of data analysis is to transform information into an answer to the original research question. A qualitative technique of data analysis begins by identifying themes in the data and relationships between these themes. I would prefer to use the word material as opposed to data - data has connotations of inanimate objects which is the total antithesis of what I am investigating.

The aim was not to collect many isolated pieces of information, but to place real life experiences into some kind of perspective. Collecting and analysing material involves development of ideas and theories about the issue being studied. I need to initially recognise that my research findings and conclusions will be embedded in the paradigm of qualitative research, a framework which will go a long way in achieving my final aim - persuasiveness. The first step will be to establish any rules or generalisations. I will think in terms of processes, functions, tensions and contradictions. I am ultimately interested in interpreting understanding or understanding understanding. I will describe the understanding and then interpret the understanding into a new way of understanding beyond summarising. I could use one of these generic interpretive processes:

1. playing tension between insider and outsider accounts. -describing peoples' actions in ways that are unfamiliar to them . I will not only understand their voices but interpret them. Bearing in mind that my own voice and questions are also subject to interpretation by others.

2. balancing context and theory

4.2 Managing Change

As the Curriculum 2005 and OBE becomes official, it would appear to these principals that there is little incentive for educational leaders to become involved - to them it is only there to be mastered and implemented. According to their information these bureaucratic controls are designed to facilitate obedience to rules which can then easily trivialise and undermine educators' educative goals. Educational leaders tend to comply with the red tape to avoid undesirable actions or as is said "disciplinary action". However, they maintain their own beliefs about education and are aware of the mismatch between their beliefs and the practices to which they feel obliged to conform. Yet in fulfilling these obligations, constraint continues to expand. Seemingly principals must pay institutional dues first. As the time goes by, principals are continuously reminded of their responsibility and their loss of control. It is what others want them to do that determines what they do, and often those others are the people they do not or have not met face to face.

Principals see the system as something against which s/he must pit his or her skills and wit. Sometimes it is the perception of the unknown and unclear aspects of the system that becomes the most frustrating and misleading constraint on the thought and action of the principal. It is clear that educators are dedicated to their work regardless of bureaucratic factors influencing or constraining their daily activities. Standing rules apply to all schools, thereby providing a sameness. This uniformity facilitates control from a distance whether they are running smoothly or not, in some cases the schools believe they are peddling backwards - but they cannot be seen as discriminating, so all schools must comply with regulations. Many Ex-model C schools have run well and have had many structures and procedures in place, but now they also have to change and be uniform. This is causing undue stress on educators. The paperwork load has increased enormously and they are having to rewrite reports onto the official documents. When these were queried with the Department the comment was : "if it does not have pockets with a blue cover - you cannot use it." Yet

the system in place in these schools is much more efficient and user friendly than the blue one with pockets. In this way one can tell at a glance whether rules are being followed or not. These bureaucratic rules may then legitimise the use of punishment. If they are not being followed then " disciplinary action will be taken."

All organisations need to monitor the performance of their employees. The evaluation of this is done by administrative control. Also on close examination it is evident that there are many policy inconsistencies and changes as someone new is in the seat at district office. Most principals say the top priority of the school system should be to give them more authority to carry out their mission. In fact, all the principals I interviewed felt like they are "toothless tigers". Every conceivable responsibility is placed on their shoulders, but they are not given sufficient authority to do the job. The principals complained of a growing lack of respect for their role, of the overpowering attention they are forced to give to discipline matters, of the transformation of their role from that of an educator to a manager and the unreasonable demands that they act as parent surrogates.

Repeatedly respondents made reference to their being caught in the middle of the system, pressed by conflicting expectations and demands from many directions. The school system appears to these educational leaders as both rational and irrational. Our system is being accused of being over bureaucratised (too much red tape) and for being underbureaucratised (fragmented, loose).

Educational leaders have become accustomed to policy changes and developments disturbing established structures and creating turbulence in schools - Grade 5 OBE training, These changes powerfully affect and influence educators' work. In one instance, a principal was wrestling with a critical problem of resistance from Grade 5 educators on going for OBE training in the July holidays. And yet the entire matter was pushed aside by a cascade of other concerns - vandalism of the fire extinguishers, a foul mouthed boy intimidating his teacher and two boys who stuck "dagga" leaves on top of their space cases advertising the wonders of smoking marijuana - this demanding immediate suspension from school for at least a week. Within this real world of school behaviour, running an organisation takes on a different flavour. These educational leaders prefer their information and feedback to be tangible and deal with it where and when it takes place.

Educational leaders' domination in the school may be interpreted as resistance to their alienation and lack of control in the larger institution. They may then believe their model of leading to be the only choice within the constraints imposed by school administration to keep the school running smoothly. They are thus protecting themselves from institutional pressures.

4.3 Initiatives for transformation

Teachers' expectations and expectations for transformation may not be in sync. I personally feel that resistance to change is one of, if not the most important challenge facing any situation where transformation is necessary. This would therefore apply in very real terms to South Africa's situation as our education system is in the process of undergoing a systemic change. Our educators are going through very real feelings of fear, uncertainty and vulnerability. The morale is very low because so much is changing and changing very quickly too! Educational leaders in the same system are also experiencing similar problems, yet without any formal training in management skills.

How too is the rhetoric of a strategic vision for transformation linked with every day practice? Educational leaders do not confront policy texts as naïve readers, they come with histories, experience, with values and purposes of their own, they have vested interests in the meaning of the policy. Policies will be interpreted differently as the histories, experiences, values, purposes and interests make up any area differ. The simple point is that policy writers cannot control the meanings of their texts. Parts of texts will be rejected, ignored, selected, deliberately misunderstood, responses may be frivolous. This is the complex and contradictory setting educational leaders find themselves in. This understanding comes from seeing the educational leader as a part of a complex and organic network of influences in which the operation of agency (practice, emotion, intellect) is mediated by the structural factors within the local and national context. Power struggles and contests regarding legitimacy are central to the policy process.

Effective principals create a school climate that supports high expectations for learning, collegial relationships among administrators and commitment to continuous mimprovement. Teachers, principals, officials all play different roles in successful school improvement and transformation.

4.4 Summary

District officials are prone to think that they exercise control in the name of management and addressing equality of education and levelling the playing fields. How stultifying is the legal luggage attached to schooling? Education transformation could be promoted by eliminating the monopoly of central governments in education. Unfortunately these principals have so far only experienced domination by central government. They feel the elegant deployment of concepts, theories and course requirements as the mask which hides the control. The structures of control come to them in the form of officials who try to speak eloquently and as authorities in their fields. The answer I would like to ask here is : "who is really managing whom and what are they managing?"

I have recognised that separation seems to occur sometimes between theory and practice, but tried to make the connections. School dynamics should consider the interplay between educators' practices, ideologies at a macro level and social interests. This may be entering the realm of radical critical theoretical perspectives.

Reducing resistance to change would be one major challenge facing any educational leader - it would be the key factor for promoting successful change. There is also the resistance to the authoritarian attitude derived from a traditional culture of over burdened unsure teachers. Adherence to the old policies will result in increasing educational inequality. Equity remains elusive while we are stuck in old policies. For educational reform and awareness is needed involving an understanding of the effect of old policies and practices. Within the new educational dispensation there is no room for any hidden agendas, for the expert, for the unchallengable position and therefore there is no place for the principal who cannot lead a school into the new century transforming education.

The conclusions I have drawn are about educational leaders, how they operate in schools and feel about working in very a very challenging education system. I have analysed the contradictory situations they often find themselves in.

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CHAPTER 5

CONCLUSION

Themes:

5.1 Discussion

5.2 Personal Reflections

5.1 Discussion

Are educational leaders in control of their schools or are they the controlled? There were many insights around the issues of responsibility, control and compliance with regards to schooling and new initiatives in education that were interesting to explore.

We, as educationists are confronted by a problem which demands some sort of resolution. It is the problem generated by the contradictory potentials of education itself. How do principals avoid finding themselves as organisers of routine, compliance with system demands, reaffirm their commitment to a process of educational reform? The problem is intensified by the fact that as teachers and principals, there are already definitions of responsibilities for their positions. Educators in all levels at schools are not free agents, able to exit or enter an alternative system. The realm of authority relationships pose problems for educators' work.

The principal is responsible for creating a productive, disciplined learning environment and for the day-to-day management, organisation and administration of the school, and is accountable to all the stakeholders. My study on principals show that their work consists primarily of brief, fragmented and varied interactions with people. Principals spend 80% of their day in brief encounters with staff, students or parents. In the midst of confusion and competing demands, effective principals use their status and power to set strategic goals for

their schools and then to direct the entire school programme toward these goals. Effective principals thus function as instructional leaders.

Some principals appear to be heavily burdened by the limits of their jobs or professionalism, while others award themselves managerial freedoms that extend far beyond what the system supposedly will allow. Although the experiential, institutional and national Departments of Education's forces influencing principals are often similar, the personal predilection and perceptions of individuals regarding the limits of what can be done appear to vary considerably.

I understand therefore that leadership is the actions of leaders and that now their challenging role has become visionary as they need to start aligning managers to implement relevant, democratic policies. To achieve this, it is imperative that educational leaders are adequately and professionally prepared to do their work. A way must be found to bring the practical knowledge of educators into policy design and implementation through explicit consultation. In this way according to the language of modern management theory, schools will become learning organisations, increasing responsibility for managing and monitoring their affairs. There are clearly tensions between professional norms and values and expected images of behaviour (individual autonomy) and bureaucratic established definitions of role (rule guidedness and responsiveness to official directives).

These are the realities in the life of a principal - problem solving, decision making processes and strategies on a daily basis, analysis of group behaviour, policy and contract implementation, leadership behaviour with an emphasis on issues of control, co-operation and responsibility, understanding the school as an organisation, formal planning, community relations and public information, time management, teacher appraisals and completing of administrative tasks. In order to get the vital element of "ownership' it is necessary to spend time, probably a long time developing a statement to which everybody has some commitment. District Office restrictions are often aggravated by institutional demands. The principal must constantly interact with a stream of adults and children while organising compliance of District Office demands.

Management and change command huge attention in education and together are essential in the professional development of educational leaders. In some way the worlds of education

and business have much in common, both have to be responsive to external environments and a variety of stakeholders, both have to be managed to change constantly. Some business theories, as mentioned earlier, inform principles for managing change in education, showing how the complexity of change can be managed successfully. The effective management of change can empower individuals and organisations by addressing the human side of the organisation (Morrison :1998).

We assume that the nice thing about being a boss is that you can tell other people what to do, you can develop plans, take initiatives, supervise the work being done and make changes, this is not entirely true. As all the respondent's indicated, even the smallest change, even the most straightforward plan may require careful administrative attention to the subtle art of negotiation. The authority of the leader is earned through negotiation, more often than it comes naturally as an attachment to the office.

I have found that the role of the school principal or educational leader is characterised by a tantalising web of managerial constraint and discretionary opportunity. Some principals appear to be heavily burdened by the limits of their jobs or professionalism, while others award themselves managerial freedoms that extend far beyond what the system supposedly will allow. Leaders challenging role has become visionary as they need to start aligning managers to implement relevant, democratic policies in schools. They must be transformative intellectuals to improve the quality of education. Developing people in South Africa depends on our ability to modernise and make our schooling relevant. This is where there is a gap in research. How should the Department of Education go about developing its educators? More input is needed at macro level to determine the needs and modus operandi. No matter at what level of government plans, policies and laws are made for transformation, the proof of the pudding will always be found at the local, institutional level. If it is not happening there - it is not happening.

Politicians can pass Acts to enhance equal access to resources and they can decentralise schooling and allow greater managerial freedom so that the school can be more responsible to create more relevant schooling. This means that one would then believe that in South Africa, the nature and value of education is being viewed as rational and worthwhile to bring about acceptable social and political change. This implies that education will produce leaders that will promote racial harmony and evolutionary change.

It may be necessary to examine the notion of professional competence and personal qualities of an educational leader. Look at the historically significant tradition of the powerful and independent headmaster. Looking at new forms of delegation and a sharing of authority and the need for training due to the contemporary pace and complexities of curriculum change. There are claims that the training approach tends to over emphasise the managerial skills widely used across the staff. In the near future, training is needed that will help to bring changes in leadership as a shared responsibility, with new patterns of school organisation and new relationships between personnel in the school. Training programmes by the local District Office, have according to the principals, been developed in a haphazard way and in an uneven fashion. It is important to mention that a national scheme is in operation to develop the expertise needed to organise schools and their curriculum and to handle the resources. Unfortunately at the moment educational leaders need to outsource people who can offer training in these areas as there is at present insufficient management training for educational leaders.

Since 1994 schools are designed to be run by professional educators that will extend educational opportunities for all - yet from this analysis it is clear that it has the effect of eroding educational quality and possible transformation. It heightens the feeling that schooling and leadership in schools is a ritual and not the dynamic environment for leadership opportunities and transformation. Unless educational leaders challenge the legislatures and school boards who see tighter controls as solutions to educational quality, we will snuff out the opportunities for educational transformation to which some educational leaders aspire.

So to ignore the personal dimension in planning for change, innovation or a paradigm shift is to court danger. In this period of restraint it offers the opportunity to examine and disentangle objectives in order to clarify the question: What do we want and expect schools to do?" Some educational leaders suffer from a debilitating sense that somehow the enterprise to which they have committed their lives has failed. The danger is now that the sense of powerlessness, frustration and disenchantment will become self- generating. What educational leaders are being presented with as professional practice has a past as well as a present.

It is evident that leaders and senior management need to be proactive and deliberate in their planning of change in order to improve the quality of information for use in decision making and to handle resistance and the micropolitics of the school. Clear planning will enable transformational leaders to develop organisational awareness of and commitment to change in employees. It will also minimise uncertainty through effective communication by involving all necessary participants in informing strategic decision making as they allow for time for effective fermentation of ideas and their implications.

The conclusions I wanted to draw are about educational leaders, how they feel about operating in schools undergoing transition and how they manage working within an ever changing and challenging system. The increasing amount and pace of global change have forced a radical rethink by all of us in the field of education. Schools are now in the competitive arena and even those carefully protected by local authorities will need to change substantially if they wish pupils to enrol and thus maintain survival.

The principals interviewed generally feel constrained by the system, rendered frustrated and ineffective by a multitude of pressures they cannot control or use. Obedience to the system yields constraint and ineffectiveness. Reality is complex, of course. In the first place, the principal can never escape the necessity of dual commitment to the school system. Appearances and protestations sometimes to the contrary, the principal must work both sides of the street. Often if two principals look at the same situation, one may feel frustrated and paralysed, while the other may take creative action. They may ask themselves: " Which of these problems that seem to be in my way are real, and which are not and how do I tell the difference between them?" This seems to be the lot of the principal. Perhaps it is fortunate that the ambition of some men and women to become principals is strong - if they had known the constraints many might hesitate to become candidates.

5.2 Personal reflections

Despite a press for transformation, innovation and change I found some principals in reality heavily involved in the maintenance of decorum, disciplinary order and stability. Time spent on these duties, becomes a constraint in the midst of a busy day filled with many other expectations: relatively little time is left for thinking and planning that would accompany the professed objectives of leadership or transformational change. I believe that even as there

are real and formidable constraints, there are also real and powerful opportunities for discretionary behaviour in the educational leadership role to principals who have become comfortable with their roles, who can handle problems effectively and who can identify and maintain sufficient meaningful work incentives to effect transformational change successfully.

The fact remains that educators practise their profession in schools under such conditions as are prescribed by the government. Thus educators are subservient to the government and are exposed to manipulation. They do not practise their profession as freely as you might expect - it is regulated by authorities - and therefore I argue that schools and educational leaders are more determined than determining.

Educators are also regarded as public servants and with this concept comes the association with subordination and passivity. In practice, most educational leaders do, of course, have little power as individuals in an institutional context if authorities such as District Office decides to implement a change which decreases their autonomy. Proposals are made and approved by cabinet and then launched as "policy", schools are expected to implement changes immediately, with the predictable degrees of hilarity, disbelief, resistance and alienation amongst professionals creating ambiguously decentralised contexts. Yet any credit or criticism regarding these policies is going to be placed squarely on the educational leader's shoulders.   Put at its simplest - if things go wrong the government will know who to blame.

The SMT of a school may be better advised to concentrate on specific practices than to spend time on developing strategies because the context of education is changing so rapidly. This is not to deny the importance of an organisation knowing clearly where it is going but should balance maintenance with development. In my opinion a huge challenge for any educational leader. The responsibility for specific changes must reside with the participants. That is, they should have definite ideas about what they want their school to be like. Second, they should be proactive and willing to take the initiative, this involves careful listening and observing and deciding when to be decisive and move ahead on their own. While they satisfy routine demands from District Office, they do it in a way that reduces the possibility of their being tied down by second-order priorities. People are complex and not

"one' strategy will ensure success. Other abilities and skills are also needed or educational transformation.

Educational leaders operate from some theoretical base most times. Yet in most situations action is reflexive rather then reflective. An educational leader spends more time thinking about crossfire, losses and counterattacks than about Mc Pherson's decision theory that can be applied to the latest crisis. The thought that scrambles through his mind when the heat is on is cursory, cryptic, couched in strategic terms. The philosophical and theoretical frameworks are back there somewhere, but they are obscured and unrecognised.

I conclude this assignment by claiming that educational leaders in existing Ex- model C schools feel that their work, that of trying to bring about transformation, is a complex concept involving contradictions and ambiguities which are not consistent.

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APPENDICES

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APPENDIX A

OFSTED document

OFSTED

OFSTED is a panel of investigators from Head office, sanctioned by the National Department of Education and SAQUA to monitor the standard of education in schools.

The panel consists of people who will monitor the administrative efficiency of schools and a panel who will monitor the efficiency of schools' teaching and learning programme. Schools will be warned of such visits a week in advance and the duration of these visits will be approximately one week. During these visits the panels will interview all stakeholders – educators, admin staff, support staff, learners and parents – to ascertain the effectiveness of school management and the education we provide, including extra curricular activities. A summarised version of their findings will be forwarded to the stakeholders (as mentioned above) at least five weeks after such a visit.

EDUCATORS

FOCUS FILES/LEARNING AREA FILES

* **SMT control list**	to indicate class visits, file & book scrutinies, moderation of tests & exams, etc.
* **Personal timetable**	
***Syllabus/Macro Planning**	Syllabi for Gr 5 & 6 (Tippex out anything referring to TED)
	Macro Planning for all OBE Grades
* **Pacesetter/Work Programme**	Pacesetter for Gr 5 & 6
	Work Programme for OBE Grades
* **Lesson Planning/**	For Gr 5 & 6
Learning Programme	For OBE Grades
* **Assessment sheets**	Self, peer, facilitator, etc.
* **Minutes of LAC/**	For OBE Grades
Subject meetings	For Gr 5 & 6
* **Departmental handouts**	
* **Focus/ LA Policy**	Updated & specific

MONITOR FILE

* **Test & Memos**	Moderated by HOD
* **Exams & Memos**	Moderated by HOD
* **Record keeping**	Formative: Projects & Assignments
	Application of knowledge taught
	Learner participation/Group work
' **Summative**	Test & Exams
' **Assessment Policy**	For Phase

PERSONAL FILE

* **Departmental Documentation**	Those not kept in Focus/Subject Files
* **Minutes**	Other than LAC/Subject meetings (Staff meetings, Morning meetings, Phase meetings, etc.)
* **Union correspondence**	
* **OHS**	
* **Emergency Plan**	
* **School Policies**	HIV/AIDS, Sport, Crime, Substance Abuse, etc.
* **Codes of Conduct**	Educators, learners, parents, etc.
* **Term planner**	
* **Staff duties**	
* **DAS**	Appraisals (internal & official), Reports of book & file scrutinies, Reports of class visits (by Headmaster as well as HOD)
* **Newsletters & notices**	
* **Learner sick notes**	Notes from parents, doctors, etc.
* **Learner late coming**	Recording of late coming and steps taken
* **General**	

SCHOOL ADMINISTRATION

1. POLICY REGISTER	Obtainable from DLRO
2. PROVINCIAL LEGISLATION	
3. EDUCATION LAW AND POLICY	
4. CIRCULARS – DISTRICT OFFICE	
5. CIRCULARS – GDE HEAD OFFICE	
6. MEMOS – DISTRICT OFFICE	
7. MEMOS – GDE HEAD OFFICE	
8. MISCONDUCT	Educators, Admin staff, Support staff and Learners.
9. WSD	Whole School Development & School Development Plan.
10. SAT FILES	School Assessment Team

11. SGB FILE

Vision & Mission
SGB Constitution
SGB Committees
Policies: Admissions
                                    HIV/AIDS
                                    Crime
                                    Substance Abuse
                                    Sport
                                    LSM
                                    Language
                                    Religion
                                    Assessment
                                    Safety & Security
                                    Discipline
Codes of Conduct: Learners
                                    Educators
                                    Admin Staff
                                    Support Staff
                                    Parents
Methods/procedures used by the SGB to monitor
the Educational progress in the school.

12. FINANCE FILE

Annual Budget – as approved by parents
Financial Reports
Fundraising
Audited Statements
Financial Committee – minutes

13. MINUTES FILE

SGB meetings
PA meetings
Staff meetings (including morning meetings)
SMT meetings
SST meetings
SDT meetings
SAT meetings
LAC meetings
Principals' meetings

14. DAS FILE

Job descriptions
Educator files: Qualifications
                                    Training received – updated
                                    Continuously
                                    Reports of class visits
                                    Reports of book & file
                                    scrutinies
                                    Development

15. ATTENDANCE FILE   Educators & Admin staff
Support Staff

16. LEAVE REGISTER

17. LEARNERS' REGISTER   Weekly analysis

18. ADMISSIONS REGISTER   Headmaster **must** sign off each learner that leaves

19. TIMETABLES FILE   Personal timetables
Class timetables
Extra mural timetable (including computers)
All other timetables (i.e. gate duty, scholar patrol duty, assembly duty, etc.)

20. POST & STAFF ESTABLISHMENT FILE

21. STOCK FILE   Apparatus
Learning Support Material (i.e. textbooks, charts)
Assets

22. NEWSLETTERS & NOTICES FILE

23. COUNSELLING FILE

24. ACCIDENTS & INJURIES FILE/REGISTER

25. SAFETY & SECURITY FILE

26. EXCURSIONS/TOURS FILE

27. EMERCENCY PLAN FILE

28. OHS FILE

29. INTERVIEWS FILE   Learners
Parents
Colleagues
SGB
Community

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APPENDIX   B

Sunday Times **23 January 2001**

Stephen Mulholland

Inevitable chaos of social engineers' unrealistic dream

STEPHEN MULHOLLAND
ANOTHER
VOICE

IT WAS always predictable that education in this country would lurch into crisis, that there would be weeping and wailing and the gnashing of teeth over disastrous matric results and other symptoms of decay and disorder.

This was all easy to predict when government embarked on its mad affirmative action policies, spending billions to rid itself of skilled and seasoned educators because they were white. Such predictions were made even easier when we were conned into adopting outcomes-based education. This is a highly complex, expensive approach requiring, if it is to work at all, trained teachers of vast experience equipped with state of the art technology and materials. Egged on by an array of trendy social engineers and sociologists. we rushed headlong into a mess which will take years to sort out.

There is a sort of frenzy in the way our leaders have set about the necessary task of changing our society. Education is, of course, not the only casualty of this frenetic pace of change. Our labour market, in which the price rises prohibitively while unemployment soars, is another example of the damage caused by frantic social engineering based on the belief that society can instantly be transformed by edict. It is heartening that there appears, at last, to be some awakening to these realities in our corridors of power.

Then there is our chaotic local government scenario, scheduled to worsen as massive, unmanageable, Lagos-like metroplexes are created. Someone called

Michael Sutcliffe, apparently a doctor but, presumably, not of town planning, says he finds it exciting to engage in this large-scale social engineering. This will inexorably have the effect of distancing ratepayers from politicians and bureaucrats, rendering these worthies ever less accountable and prone to incompetence and corruption. This forthcoming cock-up is as predictable as the education debacle was.

Impatience is the hallmark of collectivists. Not for them the long, slow haul to prosperity of free societies in which decades of low but sustainable economic growth are combined with a slowdown in population growth. The market demands that you sacrifice current gratification for gradual, long-term gains.

When I was in China some years ago, our guide dished out surgical face masks to our group. He suggested that we should wear these outdoors. China, he explained, was a vast dust bowl because when the communists came to power they took over the forests, plundered them and did no re-planting. It seems that only foresters driven by the profit motive look to the long-term replacement of their product.

Gradualism is the only way to sustainable and healthy

economic growth. There is no point in exposing barefoot kids in remote rural areas to totally inappropriate. complex and, ultimately, unaffordable educational techniques, however trendy these might be in left-wing circles in Scotland, New Zealand and Canada. No. These kids are entitled to be taught reading, writing and arithmetic so that they can function in a market economy. They need to have command of these priceless basics rather than to be specimens in some exotic sociological experiment.

There is no quick fix to the damage which apartheid did to the fabric of our society. Any politician who claims so is either lying or delusional. There is only one way, and that is through gradualism. One of the problems is this business of revolution. Unlike their hero, the despot Fidel Castro, our comrades did not come thundering out of the hills in a blaze of gunpowder. They flew back first class to take over their heritage. Now some of them seek to have their revolution, their cataclysmic change, through the political process. To the extent they succeed, so our society will fail in the gradual improvement of education, health, housing, personal security, work and other human needs.

APPENDIX C

Institutional Development and Support
Gauteng Department of Education
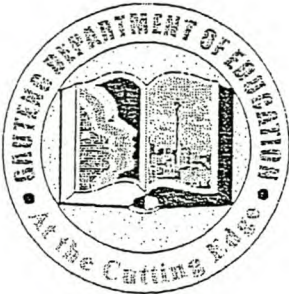
GAUTENG DEPARTMENT OF EDUCATION

JOHANNESBURG WEST: D12

INSTITUTIONAL DEVELOPMENT AND SUPPORT

P O BOX 9953   101 Northern Parkway   Tel: (011) 496-2590/1/2
JOHANNESBURG   Ormonde   Fax: (011) 496-2597
2000

Enquiries: S Owen
Date   : 27/08/01

TO ALL PRINCIPALS
ALL SCHOOLS
SUBJECT: Term 3 Quarterly Reports

MEMORANDUM 148/01

Your third quarterly report is due on Friday 12 October 2001.

PLEASE ENSURE THAT YOU FOLLOW THE FORMAT THAT WE HAVE PROVIDED
YOU WITH.

Please hand your report directly to your IDS manager on or before due date. NO
EXTENTIONS WILL BE GIVEN DUE TO WORKLOAD IN OCTOBER/NOVEMBER.

QUARTERLY REPORT GUIDELINES

A) ACADEMIC ISSUES

  1) CURRICULUM DELIVERY:
- Comment on progress with regard to curriculum delivery in all grades during the
  third quarter
- What were the major obstacles?
- How were these overcome?

  2) ASSESSMENT
- What assessment strategies were implemented during term 3?
- What was the pass rate of matrics in the trial exams. Please submit statistics per
  learning area as follows:

Address all correspondence to the District Director (JHB WEST) at the above address and refer to the reference number

S. DE BEER, J. LEDWABA, R MALHERBE, S MEKO, N NEL, S OWEN, M TSHABALALA

LEARNING AREA	Avg % pass	% Girls pass	% Boys pass

- Comment on the school's progress with regard to Portfolio assessment e.g. how do your educators feel about this type of assessment? Have you submitted your portfolios? How did the learners cope with portfolios? Any recommendations?

3) TRAINING ATTENDED

- Provide a brief overview of the training attended by educators and managers (including HODs)
- Provide an overview of the training implemented at the schools, including the progress you have made in training educators on Labour Relations.

4) EXTRA MURALS

- Provide an overview of the extra mural activities participated in and the achievements

B) MANAGEMENT ISSUES

1) ADMISSIONS:

- Provide an update of the progress of admissions at your school
- Make mention of any problems experienced in above
- Submit an updated list of admission statistics (see Annexure A attached to this document)
- Submit a copy of your waiting list, together with this report

2) FINANCES

- Submit a recently updated version of your budget control statement (refer to last quarter's report for format) and actual expenditure statement

3) SMT's

- Comment on your school's progress in terms of completing your School Development plan (due to be submitted on 30 November 2001)
- Comment on the functionality of HOD's regarding their control over Departments
- How many meetings are held by HOD's?
- Are minutes kept?
- Are minutes available to the office?
- How involved are your Deputies in management issues? What functions have been delegated to Deputies?
- How frequently do you, as principal, monitor the effectiveness of your managers?

4) RCL's

- How effective is your TLO in guiding the functioning of the RCL?
- What problems have been experienced with the RCL?

THE FOLLOWING SECTION MUST BE COMPLETED AND SUBMITTED BY THE TLO

- How many meetings have been held with the RCL during the last term?
- What issues have been discussed?

Address all correspondence to the District Director (IHB WEST) at the above address and refer to the reference number

DE BEER. I. LEDWABA. R MALHERBE. S MEKO. N NEL. S OWEN. M TSHABALALA

- What problems have been raised?
- How is the school planning to address above problems?
- What kind of capacity building has the TLO conducted with RCL's?
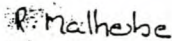
5) SGB's

- Please submit a management plan for the last quarter. The plan should include the following:
  - i) Date of the AGM
  - ii) Process to be followed in determining the Budget for 2002
  - iii) Process to be followed in presenting the budget to parents
  - iv) Process to be followed in determining school fees for 2002
  - v) Issues to be considered in determining school fees
- Please bear in mind that Financial statements will have to be presented to parents at the AGM, before a proposal can be made to increase school fees
- Provide an overview of the SGB's functioning during the third quarter.

Please refer to your IDS manager, should you have any queries regarding the Quarterly Report.
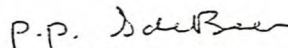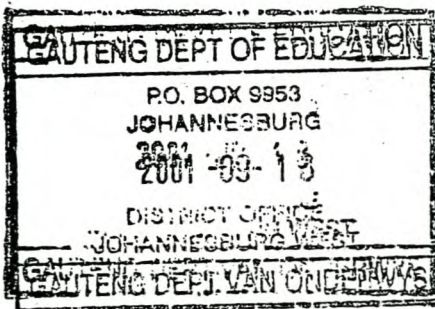
Yours in education

S OWEN
IDS MANAGERS

R MALHERBE
CDS CO-ORDINATOR

M SANDLANE
DISTRICT MANAGER

GAUTENG DEPT OF EDUCATION
P.O. BOX 9953
JOHANNESBURG
2001 -09- 13
DISTRICT OFFICE
JOHANNESBURG WEST
GAUTENG DEPT. VAN ONDERWYS

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